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CIA HISTORICAL STAFF .

The Support Services Historical Series

THE OFFICE OF TRAINING, JULY 1951 – JANUARY 1966

VOL. I   DEFINITION AND CONSOLIDATION

1 JULY 1951 – 4 DECEMBER 1953

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OTR   5

April 1971

Copy 2 of 4

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THE OFFICE OF TRAINING, JULY 1951 - JANUARY 1966

VOLUME I

DEFINITION AND CONSOLIDATION
1 JULY 1951 - 4 DECEMBER 1953

by

25X1

April 1971

25X1

Hugh T. Cunningham
Director of Training

HISTORICAL STAFF

CENTRAL INTELLIGENCE AGENCY

Foreword

In the history of the Office of Training, the period from 1 July 1951 to 1 January 1966 is characterized by three distinct stages of development. The first of these, from 1 July 1951 to 4 December 1953, was a period of definition and consolidation, a period during which the responsibilities of the Director of Training were defined and the Office of Training, through the consolidation of training activities, became a cohesive unit. The second stage, from 4 December 1953 to 1 July 1956, was a period of rapid growth in both staff personnel and activities, a period during which the Office of Training developed the full capability to meet the Agency's expanding training requirements. The third stage, from 1 July 1956 to 1 January 1966, was a period during which training activities were carried out professionally by a fully staffed organization working within a clearly defined framework of missions and functions.

During the first two of these three stages, there was a significant change in the nature of Agency training activities. Until July of 1951, training in the Agency was oriented primarily toward the clandestine services -- the skills and capabilities required in operational activities in the field. With the introduction and acceptance of the concept of career development being a function of training, the program broadened to serve all components of the Agency. The importance of operational training did not diminish, but it was no longer the sole concern of the training organization.

The degree to which Agency training was operationally oriented is shown in the historical papers that precede this one. SS Historical Paper No. OTR - 2, History of the Office of Training, 1945 - 1949, describes the period when training activities of the Office of Strategic Services were carried over to the Central Intelligence Group and then to the Central Intelligence Agency. SS Historical Paper No. OTR - 3, History of the Office of Training - Maritime Training, 1949 - 1954, covers in detail one phase of training for clandestine activities. SS Historical Paper No. OTR - 4, Agency Training, August 1949 - July

1951, describes a period of transition, a period during which the OSS training inheritance was modified to meet the distinctive needs of CIA. The present paper, Definition and Consolidation, 1 July 1951 - 4 December 1953, picks up the historical narrative at that point. Following volumes on Growth and Development, December 1953 - July 1956 and Management and Support, July 1956 - January 1966 have already been drafted; and such other specific developments in OTR for the 1951 - 1966 period as require telling will appear in subsequent volumes.

Separate historical monographs are being written on [   ] 25X1

[   ] the Junior Officer Training Program, later the Career Training Program. Consequently, those two activities are not fully described in this paper. Because maritime training has been covered through 1954, only subsequent developments are described.

The making of history is not, of course, simply a succession of events -- a series of causes, effects, and consequences. Events are shaped by people, and this paper attempts to describe the roles that people played in the development of Agency training. Perhaps it should be noted here that during the entire period covered by this paper Mr. Matthew Baird served as Director of Training. In a very real sense, the accomplishments described stand as tributes to his insight, his wisdom, and his leadership.

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25X1

MATTHEW BAIRD · DIRECTOR OF TRAINING 1950-1966

THE OFFICE OF TRAINING, JULY 1951 - JANUARY 1966

VOLUME I: DEFINITION AND CONSOLIDATION
1 JULY 1951 - 4 DECEMBER 1953

I.   Status of OTR, 1 July 1951

A.   The Director of Training Concept

Almost alone among government and industrial organizations, the Central Intelligence Agency has developed and maintained a training establishment apart from, and independent of, the Personnel component of the organization. The CIA Director of Training (DTR) is the chief training officer of the Director of Central Intelligence (DCI); the DTR is not a personnel officer, and he does not report to the Director of Personnel. Whatever the theoretical advantages and disadvantages of such an organizational arrangement may be, it has worked in the Agency and it has been a significant factor in the development of the Office of Training.

Perhaps the evolution of this independent-component status of OTR is best explained by the concept of a Director of Training as it emerged during the early days of the existence of such a position in

the Agency -- from the rationale behind the concept, through a period

of ambiguity, and to a final clarification of the role of the Director of

Training.

The appointment of Col. Matthew Baird as CIA Director of

Training was announced on 15 November 1950. 1/* In an explanatory

memorandum transmitting the announcement to the Deputy Directors,

the CIA Executive stated that Col. Baird's "division" would be within

the Executive's administrative group and would begin the development

of a career training program; at a "later date," the memorandum said,

Col. Baird would be responsible for the "coordination and supervision"

of all Agency training. 2/

The memorandum made it quite clear that Col. Baird's major

assignment was the career development program; whatever other

duties and authorities he might later assume were vaguely generalized

in the "coordination and supervision" phrase. Actually, as of July of

1950 the development of a "career management" program was the

responsibility of the Personnel Staff of the Agency. 3/ The appoint-

ment of Col. Baird appeared at the time, then, either to duplicate the

"career management" effort or to remove it from the jurisdiction of

the Personnel Staff.

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* For serially numbered source references, see Appendix D.

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It soon became clear that Gen. Walter B. Smith, who became Director of Central Intelligence in October of 1950, had decided to make career development a major program -- apart from other personnel activities -- and had asked Col. Baird to come to the Agency to serve within the DCI's administrative staff as a senior career development officer. 4/ An important phase of Gen. Smith's concept of career development was the creation of a "career corps," a group of people carefully selected for their competence and for their interest in a career with the Agency. These people were to come both from within the Agency and from outside the Agency, and their selection and training were to be responsibilities of the "Director of Training," the title officially given to Col. Baird. Gen. Smith expressed his intent informally in a personal letter written on 17 March 1951 to Mr. John J. McCloy: "I am trying to build up a corps of well-qualified men here who are interested in making a career with the Central Intelligence Agency. To effect this, I recently established a training section which functions. . .as a sort of career management office. . ."

Oddly enough, perhaps, this primary objective of establishing a career corps was not mentioned either in the Director of Training's first formal charter, issued on 1 December 1950, or in the

subsequent revisions of 19 January and 18 April 1951. 5/ Apparently

the "career corps" responsibility had been assigned to Col. Baird

orally, probably at the time that he came to the Agency as Director of

Training. 6/ Officially, according to the regulatory issuances men-

tioned, the responsibilities of the Director of Training were those

involved in the "coordination and supervision" of all Agency training.

Thus, the concept of the Director of Training, as it was

developed by Gen. Smith, was that of a senior career development

officer -- as distinct from a personnel officer -- who, because train-

ing is the major element in career development, directs all training

activities. It was this concept that was gradually, and sometimes

reluctantly, accepted in the Agency and that eventually set the pattern

for the development of the Office of Training.

During the period between Col. Baird's appointment in Novem-

ber of 1950 and the clarification of his role in March of 1951, however,

the pattern was indistinct, tenuous, and fraught with ambiguities.

The "later date" and "coordination and supervision" phrases in the

CIA Executive's 15 November memorandum explaining Col. Baird's

duties created uncertainty and consternation within the existing train-

ing organization -- uncertainty about the DCI's intentions in making

the appointment and consternation over the possibility that operational

training would be separated from the operational components that it

served. 7/

Col. Baird was acutely aware of the ambiguity of his role and

of the concern felt -- and openly expressed -- by those responsible

for operational training. As early as 30 November 1950, he tried to

clarify his intentions and reassure those who were concerned about

them. 8/ It was not until March of 1951, however, that the responsi-

bilities and authorities of the Director of Training were made com-

pletely clear. Clarification came in a memorandum from the DCI to

the Deputy Director for Administration (DDA), the Assistant Director

for Policy Coordination (AD/PC), the Assistant Director for Special

Operations (AD/SO), and the DTR. 9/

In that memorandum Gen. Smith referred to Col. Baird as

"my representative for training" and stated that "he should plan,

direct, and supervise the basic training for operational personnel of

the Agency." Although the word "basic" left some room for conjecture,

the intent of the DCI was clear; the CIA Director of Training was,

indeed, just what the title implied.

B.   OTR Activities to 1 July 1951

Although the "Training Office" was first referred to officially

in January of 1951, 10/ the organization actually came into being as a

"division" with the appointment of Col. Baird as Director of Training

in November of 1950.   Attempts to pinpoint the date of origin of OTR

have proved to be interesting but unprofitable historical exercises, 11/

and the early activities of OTR are logically traced from November of

1950.

In keeping with Col. Baird's responsibility as a "career

management" officer, the first efforts of OTR were concentrated on

the development of a plan to create a career corps.   Concurrent with

this effort, Col. Baird and his staff began to design training courses

that would ultimately become related to the career training program.

In addition, the newly created training group began to take over some

of the non-operational training activities formerly assigned to the Per-

sonnel Staff* and the OSO/OPC Training Division (TRD) -- orientation

programs, "holding" programs, and external training. 12/ Along

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* In the fall of 1950 the Personnel Staff was re-named the Personnel
   Office.

with these activities, Col. Baird -- in accordance with his officially

assigned responsibility 13/ -- was maintaining close liaison with TRD,

OSO, OPC, and later with the Deputy Director for Plans (DDP).

Planning for a CIA "career corps" began early in January of

1951, after Col. Baird had assembled a small staff as a nucleus of

what was to become the Office of Training. The plans were embodied

in a detailed staff study developed primarily by Dr. ⟦   ⟧   25X1

under Col. Baird's guidance. The staff study was submitted to the

DCI on 3 July 1951 and -- as described later in this chapter -- subse-

quently went through a long and somewhat harrowing coordination pro-

cess. Eventually, however, the original plan, somewhat modified,

became the pattern for the Junior Officer Training Program (JOTP).*

One of the major responsibilities of the new training "divi-

sion," assigned by regulation in 1950, 14/ was the development of the

Agency's programs for personnel "orientation" and for the "in-service"

training of personnel. This responsibility had formerly been assigned

to the Personnel Staff and had been met somewhat peripherally as an

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* A separate historical monograph is being written on the JOTP and
   the Career Training Program (CTP); in this paper, only general
   mention is made of the development of the JOTP.

aspect of personnel processing. OTR took over the task and in February of 1951 announced throughout the Agency a series of assemblies for new employees. 15/ These assemblies were called "Agency Orientation Conferences, " and the announcement of them specified that all employees who had entered on duty with the Agency after 1 October 1950 would be expected to attend. The first of the conferences was held on 13, 14, and 15 February 1951. The course outline shows that the DCI and most of the other key officials in the Agency explained the general organization of CIA and of the Intelligence Community and discussed the then-pending reorganization of the Agency. At the outset, the appropriateness of the content and coverage of these conferences was controversial, and there were strong objections to limiting attendance to new employees. 16/ The fact is, however, that by July of 1951 OTR had firmly established an orientation program that was to become one of the basic elements of training in the Agency.

Another responsibility that OTR began to take over from the Personnel Office before July of 1951 was the conduct of "training and holding pools. " These pools were devices that had been used experimentally to improve the Agency's competitive position in the labor market by reducing the demoralizing effect of long security-clearance

delays. The pool arrangement made it possible to bring recruits on board under "provisional clearance," pay them, and assign them temporarily to "training projects" more-or-less related to their future assignments. There were, of course, different pools -- one for non-covert professional employees, another for clerical employees, and others for various categories of covert personnel.

The holding pool for clerical personnel and the pool for covert employees were not transferred to OTR jurisdiction until after July of 1951, but in April of 1951 the pool for non-covert professional employees of GS-05 and higher grades was reestablished under the management of OTR. 17/ The pool was designated "Unclassified Training Group A" (UTG/A); the program covered six weeks and was composed of a series of unclassified courses dealing with intelligence concepts, international relations, "general administration," and reading improvement. 18/ Those people who were not yet fully cleared at the end of the six-week period were assigned either to studying Russian or to "full-time work projects" determined by the sponsoring offices. 19/

Before December of 1950, external training for Agency

employees, primarily training in foreign languages, was handled by

the Personnel Staff and by two personnel divisions -- overt and covert

-- in the CIA Executive's group. Beginning in December of 1950,

OTR gradually assumed responsibility for all external training. By

the end of 1951, 44 Agency students had completed full-time and 203

had completed part-time training in external facilities, including

25X1 [   ] the Foreign Service Institute, and the senior

military schools.

In summary, the activities of OTR from the time of Col.

Baird's appointment to July of 1951 were concerned with the develop-

ment of a plan for a career corps and with taking over from the Per-

sonnel Staff those activities that were actually training activities --

orientation, "holding, " and external training programs. In short, at

the very beginning of his career as CIA Director of Training, Col.

Baird began to implement Gen. Smith's concept of what a Director of

Training should be and to bring about a definite separation of training

from personnel administration. The organizational structure of the

Office of Training as it was defined by regulation on 1 July 1951 clearly

established OTR as an independent Office with a Director responsible

for all Agency training. [20]/

C.   Organization of OTR, 1 July 1951

Although the organizational structure of OTR as it was estab-

lished by regulation on 1 July of 1951 clearly defined the theoretical

role of the Director of Training and the Office he headed, there were

still areas of ambiguity as far as organizational function was concerned

-- primarily related to channels of command. A clear understanding

of the organization, then, depends not only upon a knowledge of the

structural composition of the Office but also upon an understanding of

these areas of ambiguity.

Structurally, OTR was headed by the Director of Training,

with an Assistant Director of Training (Overt) and an Assistant Direc-

tor of Training (Covert) reporting to him.   Under each of the Assist-

ant Directors was a system of Staffs and Divisions -- or Branches. *

The organizational wiring diagram would indicate that the Assistant

Directors were independent of each other, functioned semi-

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* See Figure 1, p. 12.

Figure 1

ORGANIZATION OF THE OFFICE OF TRAINING

1 July 1951
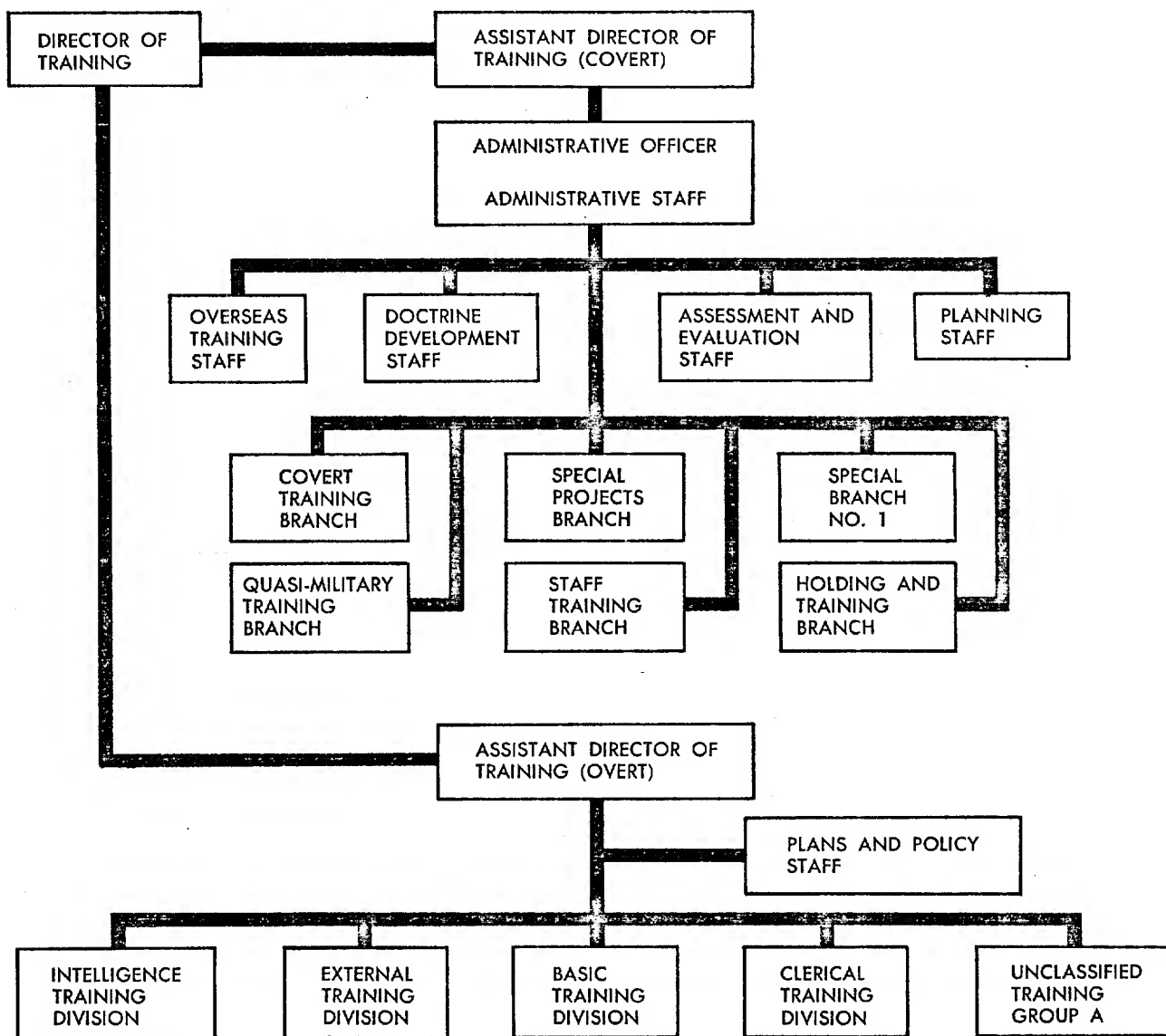
ORGANIZATION OF THE OFFICE OF TRAINING (COVERT) AS OF 1 JULY 1951, WHEN IT WAS ASSIGNED TO THE OFFICE OF TRAINING UNDER THE COMMAND OF THE DIRECTOR OF TRAINING BY CIA REGULATION NO.[____]JULY 1951; AND OF THE OFFICE OF TRAINING (OVERT) WHEN IT WAS CREATED AS A COMPONENT OF THE OFFICE OF TRAINING BY THE SAME REGULATION.

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autonomously, and reported directly to the Director of Training, who

sat alone -- so to speak -- on the top of the Office. It is apparent that

the component headed by the Assistant Director of Training (Covert)

was much larger and more complex than that of the Assistant Director

of Training (Overt). Actually, as of 1 July 1951, the covert component

had a personnel strength of ☐ and the overt component had only ☐

staff employees. 21/ The reason for the imbalance was, of course,

that the overt training group was newly created to carry out the tasks

that the Director of Training had assumed since his appointment; the

covert training group was the former OSO/OPC Training Division

transferred to OTR under the nominal command of the Director of

Training.

As far as the overt unit of OTR was concerned, there was no

question about the command channels downward from the Director of

Training. Col. Baird had selected the Assistant Director of Training

(Overt), had designed the divisional structure of the unit, had deter-

mined the specific duties and responsibilities of the divisions, and had

chosen the people who headed the divisions. 22/ In the DTR's com-

mand relationship with the covert unit, however, there was a definite

area of ambiguity. The degree to which the DTR's "nominal" command

was really nominal and the probable duration of the nominality --

regardless of degree -- were still matters for conjecture and concern

in July of 1951, even though in March the DCI had made clear his

intent as far as the role of the DTR was concerned. *

A brief review of the evolution of the covert training unit will

clarify the command-channel problem as it existed in July of 1951. **

TRD -- the OSO/OPC Training Division -- came into being in October

of 1949, a redesignation of what had been the OSO/OPC Training Staff.

For administrative purposes, TRD was charted as a component of

OSO, but it was directed by a joint committee composed of senior

people from both Offices, and it provided the clandestine training

required by both Offices. The doctrinal concept within which TRD

functioned was that training for clandestine activities must be con-

trolled by those components that conduct clandestine activities in the

field. Even before TRD was established, there had been proposals to

remove training from the operational components and set it up as an

administrative service related to personnel administration. Such

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* See above, p. 5.

** Detailed coverage is given in an earlier historical paper. 23/

proposals invariably drew strong protests from clandestine services officers, and the proposals were never implemented. With the appointment of a Director of Training and the announcement that at some time in the future he would take over all Agency training, the threat arose again -- and this time it originated with the DCI. Perhaps it was because of the seriousness of the threat that on 26 June 1951 -- just a few days before TRD was assigned by regulation to OTR as Training (Covert) -- the DDP notified OSO and OPC, both of which had been absorbed by the DDP in January of that year, that TRD was to be reestablished as a Division directly under the command of the DDP. The CIA regulation of 1 July 1951 technically countermanded the DDP's notification, but as late as January of 1952 the DDP's organization charts showed "Covert Training" as a component of the DDP; and it was not until 13 February of 1952 that a CIA notice clarified the command relationship of the DTR to clandestine training activities. 24/

As of 1 July 1951, then, the command relationship was tenuous, and Col. Baird continued to tread warily -- as he had since November of 1950 25/ -- and was careful not to force the issue and to continue the temporary arrangements for coordination with the operational components. In March of 1951 he had been given a voice in the

selection of a successor to [   ] as Chief of TRD, 26/   25X1

and he had judiciously endorsed the DDP nominee. In November of

1951 he was given the authority to assign non-DDP support personnel

to clandestine training courses, 27/ and he carefully coordinated the

procedure with the clandestine training unit. In summary, although

the chain-of-command relationship between the DTR and the Assistant

Director of Training (Covert) was, indeed, ambiguous in 1951, it per-

petrated no crises and -- as described later in this chapter -- the

ambiguity problem finally came to a peaceful and practical solution. *

In July of 1951 the command channels from the Director of

Training upward were also somewhat obscured by ambiguity. The 15

November 1950 announcement of Col. Baird's appointment as DTR

stated that he would head a "division" within the CIA Executive's

administrative group. In January of 1951 the "division" was renamed

the "Training Office," but it was still within the Deputy Director for

Administration (DDA)** group. 29/ At some time between January

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* See below, p. 120.

** The CIA Executive was re-designated the Deputy Director for
Administration on 1 December 1950. 28/

and 18 April, OTR was reassigned as a special Office reporting

directly to the DCI. 30/ In practice, the DTR had been reporting

directly to the DCI since he came on board, but there appears to have

been no official document earlier than the 18 April regulation that

removed him from the DDA group. 31/ In fact, Col. Baird continued

to report directly to the DCI until February of 1955 when OTR was

reassigned to the administrative support group -- at that time under

the Deputy Director for Support (DDS).*

Col. Baird found that his direct access to the DCI helped him

to do his job more effectively, both by permitting him to cross-cut

administrative channels and by giving him useful status and authority.

At the same time, however, it sometimes put him in embarrassing

positions relative to other senior officers. For example, the minutes

of the 12 January 1951 DCI staff conference record that "Mr. McConnel

brought up the question as to whether Mr. [   ] should work for Mr.   25X1

Baird and was told that this had been decided and that [   ] was   25X1

already working for Baird." 32/ At this time, of course, Col. Baird

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* See SS Historical Paper, OTR-6, p. 10.

was officially supposed to be reporting to McConnel -- as he was two months later, on 19 March 1951, when he started to attend the DCI's regular staff conference. 33/

Although by July of 1951 the DTR-DCI relationship had been clarified officially, there remained an aura of ambiguity about his lateral command relationships with the DDA and the Chief of the Personnel Office as well as about the command channels downward from the DTR to the Assistant Director of Training (Covert). It was within this climate of organizational uncertainty, then, that OTR began a period of definition and consolidation that was to last until 4 December 1953.

II. Training (Overt)/(General), 1 July 1951 - 4 December 1953

A. Organizational Development

When the overt training unit was formed in OTR in July of 1951, the chief of the unit was designated the Assistant Director of Training (Overt) and the unit itself was referred to as TR(O). On 17 September 1952, these designations were changed to Deputy Director of Training (General) and TR(G), and at the same time minor changes in the organizational structure of the unit were made. * In November of 1952 the Director of Training issued an OTR regulation specifying in full the duties and responsibilities of the DTR and of the Staff and Division Chiefs of TR(G). 34/ The full text of that regulation and of the covering memorandum is given in Appendix A. **

The activities of TR(O) and TR(G) from 1 July of 1951 to 4 December of 1953 will be described here within the context of the changes in designation and structure and with the assumption that the duties and responsibilities of the unit were basically the same

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* See Figure 2, p. 21.

** Page 129, below.

throughout the period. The unit itself will be referred to as either

TR(O) or TR(G) and the chief of the unit as either ADTR(O) or DDTR(G),

depending upon the time in reference.

B. Personnel

When TR(O) was first established, the unit had a personnel

strength of [ ] 35/ By the end of the year it had grown to [ ] by June   25X1

of 1952 to [ ] 36/ and thereafter to December of 1953 there was a

slow but steady growth. The key personnel* in the unit during the

July 1951 - December 1953 period -- in addition to Col. Baird** --

were the ADTR(O)/DDTR(G) and the chiefs of the Staffs and Divisions.

The first ADTR(O) was Captain [   ] USN, who came to   25X1

the Agency from the Navy on 29 May 1951, 38/ and was assigned to

OTR as the ADTR(O) on 1 July 1951. Capt. [   ] held the position   25X1

until 14 July 1952, when he was replaced by Dr. [   ] 39/   25X1

a former University of Pennsylvania professor who came to OTR from

the Far East Division of the DDP. Dr. [   ] remained in the ADTR(O)   25X1

25X1

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* Key personnel in the Office of Training and antecedent CIA organiza-
tions up to January of 1966, with their dates of service, are listed
in Appendix B, p. 146, below.

** Col. Baird retained his military rank until 22 June 1953, when he
reverted to civilian status. 37/

Figure 2

ORGANIZATION OF THE OFFICE OF TRAINING

17 September 1952
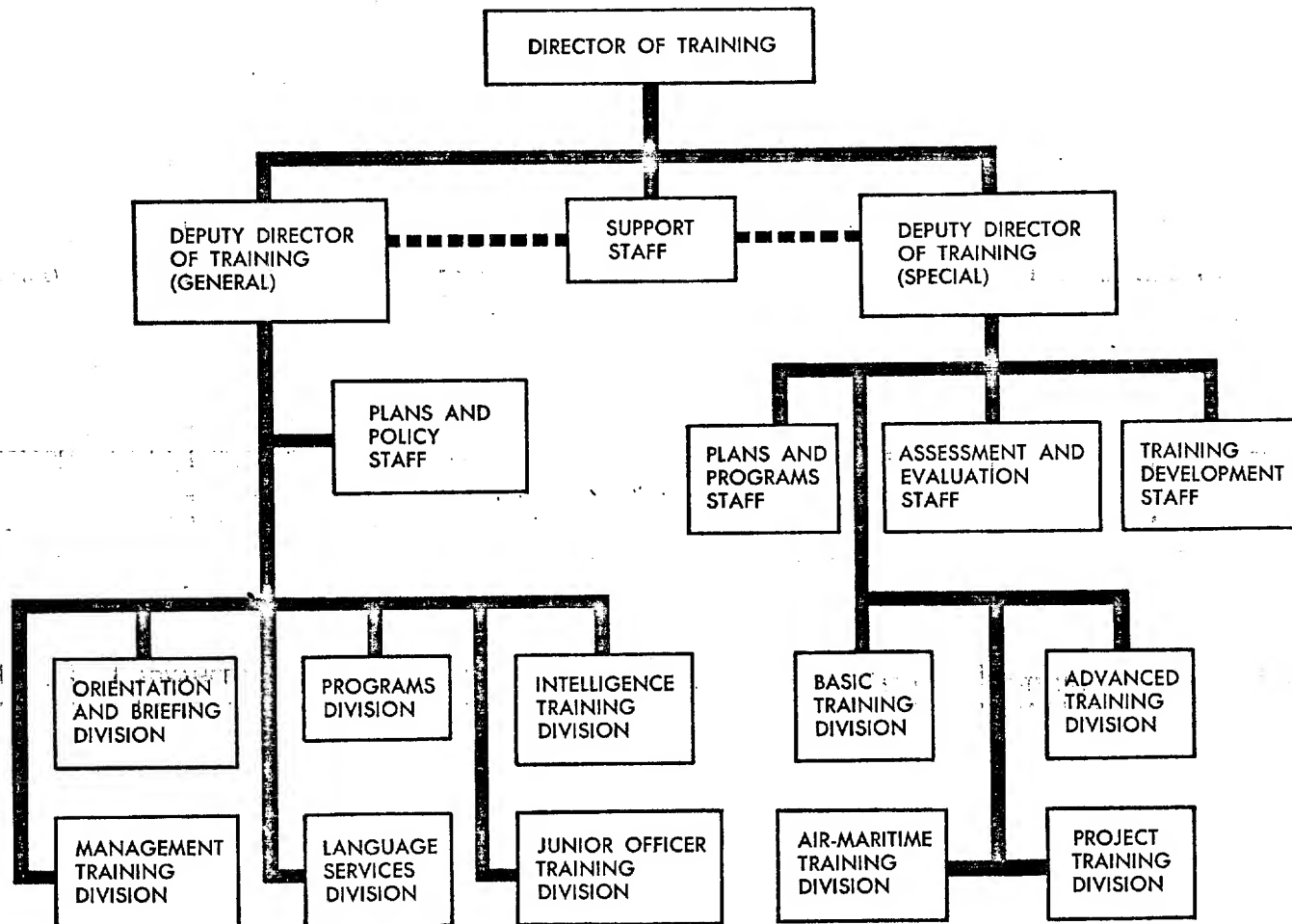
ORGANIZATION OF THE OFFICE OF TRAINING AS OF 17 SEPTEMBER 1952, SHOWING THE REORGANIZATION OF BOTH TRAINING (COVERT) AND TRAINING (OVERT), THE CHANGE FROM ASSISTANT DIRECTORS TO DEPUTY DIRECTORS, FROM TRAINING (COVERT) TO TRAINING (SPECIAL) AND TRAINING (OVERT) TO TRAINING (GENERAL), AND THE ESTABLISHMENT OF A SUPPORT STAFF RESPONSIBLE DIRECTLY TO THE DIRECTOR OF TRAINING; BY OTR NOTICE NO. 26-52, 1 DECEMBER 1952. (NOTE THAT THE CHANGES HAD BEEN IN EFFECT SOME TEN WEEKS BEFORE THEY WERE OFFICIALLY ANNOUNCED.)

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and DDTR(G) positions until the dual Deputy Director arrangement

was eliminated in December of 1953, 40/ when he transferred to the

Office of Current Intelligence as Deputy Assistant Director.

The OTR Support Staff, formerly the TR(C)/TR(S) Support

Staff, came into being on 17 September 1952. 41/ At that time and

until 6 October of 1952 Mr. [   ] served as Chief.   25X1

He was succeeded by Mr. [   ] who had served as   25X1

Chief of the TR(C) Support Staff from 3 January 1951 to 3 March 1952

and as Assistant Deputy Director of Training (Special) from 3 March

25X1   to 9 July 1952. 42/ Mr. [   ] continued as Chief of the Support

Staff until his retirement in 1966. The Chief of the OTR Plans and

Policy Staff, from July of 1951 to 17 August of 1953, was Mr. [   ]   25X1

25X1   [   ] From August of 1953 to 4 December of 1953, Mr. [   ]   25X1

25X1   [   ] served as Acting Chief. 43/

Although at the outset TR(O) had a divisional organization,

there were -- with one exception -- no officially designated Chiefs of

the Divisions. The exception was the External Training Division --

later the Language Services Division -- of which Dr. [   ]   25X1

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[blank box] acted as Chief. * Because of

the shortage of senior staff people, Col. Baird was forced to use those

he had on an ad hoc assignment basis. For example, Dr. [blank box]   25X1

25X1

[blank box] divided his time between the career-development program

and the organization of courses and programs related to management

training. While the functions of the divisions themselves were well

defined, these functions had to be distributed among the people avail-

able to perform them. Gradually, however, Division Chief assign-

ments emerged, and soon after TR(O) became TR(G) in September of

1952, Col. Baird had acquired enough senior personnel to complete

the Division Chief roster.

25X1

Dr. [blank box] continued as Chief of the Language Services

Division until 15 June of 1953, when the Division was redesignated the

Language Training Division. At that time, Dr. [blank box]   25X1

became Chief and remained in the position until 4 December of 1953.

On 20 February 1952, Dr. [blank box] came to the Agency from   25X1

an outstanding civilian career as an educator and was appointed Chief

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* The appointments of TR(O) and TR(G) Division Chiefs are not docu-
mented in the following paragraphs; all appointments were announced
in OTR notices with dates approximating the dates of appointment.

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of the Junior Officer Training Division.* On 1 May 1952, Dr. [   ]   25X1

25X1 [   ] who had been with the Agency since 1949, came to OTR from the

National Estimates Staff to serve as Chief of the Intelligence Training

Division. On 17 September 1952, Dr. [   ] was made Chief of the   25X1

Management Training Division, and Dr. [   ] who had been with   25X1

the Agency since 1948, came to OTR as Chief of the Programs Divi-

sion. On 12 November 1952, Dr. [   ] was appointed Chief   25X1

of the Orientation and Briefing Division.

C. The Junior Officer Training Program**

During the first six months of 1951, the Office of Training --

specifically those elements of OTR that were to become components of

TR(O) and TR(G) -- was hard at work on the development of plans for

a career corps program. This task was considered the priority

assignment of the DTR at that time.*** On 3 July 1951 Col. Baird

submitted to the DCI a detailed staff study of the problem, including a

---

25X1 * Dr. [   ] received the B. S. and Ph. D. degrees from Columbia
University and for a number of years was [   ]   25X1
25X1 [   ]

** See footnote, p. 7, above.

*** See above, p. 7.

specific plan for the establishment of a career corps. 44/ Actually,

of course, the career corps program had been in being since January

of 1951, and a personnel allotment of 100 "professional trainee" posi-

tions to be filled from "academic sources" had been granted to OTR --

these in addition to the personnel allotment for the instructional and

administrative staff. 45/ By March of 1951, recruiting to fill the

trainee slots had been started, by April a general program for train-

ing the recruits had been proposed, and the first course for career

trainees had been scheduled to begin on 9 July 1951. 46/

The general concept developed by OTR and proposed in the

3 July Staff Study was that the career corps would be a small "elite

corps"* recruited both from academic institutions and from Agency

personnel who were non-clericals in GS grades 09 through 13. The

recruiting, processing, and testing were to be done jointly by OTR

and the Personnel Office; the training program for the members of the

corps was to be planned and conducted by OTR, as was the post-

training assessment and the assignment to Agency components. The

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* The origin of the term "elite corps, " as applied to the OTR Junior
  Officer Training Program, has been a subject for extensive and
  interesting, but unproductive, controversy. 47/

plan proposed that a Career Development Staff be established, that there be a Board of Examination and Review at the Deputy Director level, and that individual Boards of Review be established at the Office level. 48/

On 7 August 1951, OTR's staff study was submitted to all CIA Offices and Area Divisions for study and comment, 49/ and on 13 September OTR submitted to the DCI a summary of the resultant comments. 50/ According to this summary, there was disagreement "in some quarters," support for basic principles in others, and "general approval" of OTR's recruitment and training plans and career-management proposals; there was "unanimous disapproval," however, of the "elite corps" concept. 51/ On 17 September the career corps proposal was discussed at the DCI's staff conference, and the DCI concluded the discussion by vetoing the "elite corps" aspect of the plan. Apparently, however, he approved the overall plan, for the minutes of the 17 September staff conference record that he directed OTR and the Personnel Office to "proceed with the implementation of the proposals for a Career Corps, calling upon such personnel as necessary from the various offices." 53/

Implementation began immediately, and by late September of
1951 a temporary Career Service Planning Committee had been estab-
lished, with the DDA acting as Chairman. 54/ In October this com-
mittee set up four "working groups" to study details of certain aspects
of the program, and in early June of 1952 these groups completed a
joint report, which the Committee submitted to the DCI on 13 July.
55/ The report and its recommendations were approved, and an
Agency notice to that effect was issued on 19 July. 56/ Soon there-
after a permanent Career Service Board was established, with the
DDA as Chairman and the DDI, the DDP, the Director of Training,
and the Director of Personnel* as members. 58/ A Career-Develop-
ment Staff, the chief of which was to be the secretary of the Career
Service Board, was established within the Personnel Office, 59/ and
each Office and Area Division within the DDI, DDP, and DDA areas
was to set up a Career Service Committee or Board. 60/

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* At this time Col. Baird was serving as both Director of Training
  and Acting Assistant Director of Personnel. From 1 July to 1
  August 1952 he served on the Board in a dual capacity. On 1 August
  Lt. Gen. William H. H. Morris was appointed Assistant Director of
  Personnel and became a member of the Board. 57/

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One of the major problems that OTR had faced early in the development of the career corps program was that of recruiting highly qualified college and university graduates who were likely to be drafted into the military service. As early as March of 1951 the DTR had written a memorandum to the DCI pointing out the need for making some arrangement with the military services. 61/ Soon thereafter, OTR -- through the Office of the DCI -- worked out individual agreements with the military services, and by early 1952 a program had been established, 62/ whereby draft-eligible young men could be recruited by the Agency, assigned to the Basic Intelligence Course, released for enlistment in one of the military services, enrolled in an Officer Candidate school, and -- after satisfactory completion -- returned to the Agency on an active-duty status for completion of the career training program. 63/ By December of 1953 this program had been working effectively for almost two years, and a total of 46 students had completed the OCS training.

Another device that OTR developed to support the recruiting effort was a system of consultants within the colleges and universities. The original proposal was to arrange with 50 educational institutions the appointment of a senior faculty member or administrative officer

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who would act as a consultant to CIA and would identify for the recruit-

ers the young men and women best qualified for Agency employment.

64/ The first such consultant, the Dean in an eastern university, was

appointed during the summer of 1952, and by the middle of 1953 eight-

een consultants -- most of them in colleges and universities in the

eastern United States -- had been cleared and indoctrinated and 24 in

mid-west and west-coast institutions were in the process of being

appointed and cleared. 65/

Although the original concept of the career corps had

embraced both recruits from outside the Agency and people already on

duty with the Agency, the emphasis during 1951 and 1952 was on

recruiting from colleges and universities. By the end of 1951, forty-

five of the "externals" had been recruited and given the basic training

course; by the end of June of 1952, seventy-two had been so processed;

and by the end of June of 1953, the figure was 113. 66/ Early in 1953

eligible Agency employees began to enter the career training program

-- as the original plan had proposed, and thereafter the "internals"

always constituted a substantial minority of each Junior Officer group.

By the end of 1953 the Agency, and particularly the DDP area, had expanded significantly, and the graduates of the Junior Officer Training Program (JOTP) were immediately assigned to an Agency component -- usually the one of their choice, and after two or three months, if the assignment proved to be satisfactory to the JOTP staff, to the trainee, and to the supervisor, the assignment became permanent. Later, of course, OTR developed a more systematic method of assigning trainees and monitoring their performance.

Thus during the period from 1 July 1951 to December of 1953, Col. Baird succeeded in establishing the program that had been assigned to him as his major responsibility when he was brought to the Agency by Gen. Smith. OTR had formulated the concept of the career corps, had developed the plan to implement the concept, had negotiated acceptance of the plan by all components of the Agency, had devised the mechanisms that made the plan work, had put those mechanisms into operation, and finally had created a viable Junior Officer Training Program that was to serve the Agency well for more than a decade.

D. Intelligence and Management Training

The Junior Officer Training Program was only a part of the broad career development program that OTR had planned -- the part that proved to be immediately practicable.   The career development concept itself embraced all professional employees of the Agency and the development of training programs that would both broaden their understanding of the nature of intelligence and further their careers in their fields of special competence.   This concept was originally Col. Baird's; it was developed early in 1951 as a team effort of his staff. It was first described in written form for general Agency distribution on 16 April 1951. 67/

Even earlier in 1951 Dr. [   ] had distributed to the heads of Offices and Area Divisions a proposal for general intelligence training for all professionals in the Agency -- an early step in the career development effort. 68/ Reactions to this proposal were mixed but generally lukewarm.   Perhaps the reactions were best exemplified by a memorandum from the Assistant Director of the Office of Current Intelligence to the DTR.   The memorandum said that the proposal was "generally . . . a satisfactory approach to a rather

25X1

difficult problem" and added the brush-off statement: "Understaffing

will preclude the detailing for training of any present personnel of

OCI to the proposed school."*

      The "proposed school" was a reference to ⬜   25X1

proposal for a "National Intelligence Course" that would be developed

and given by a "school" that would be established in OTR for the pur-

pose. Actually, the OTR concept was that of a "National University of

Intelligence" that would eventually serve the entire intelligence com-

munity as an undergraduate school at the level of the U. S. Naval

Academy, for example, and ultimately develop a graduate school at

the level of the National War College. 69/ This was, of course, a

noble concept, but it never developed -- perhaps because the attitude

expressed by the AD/OCI in his memorandum to the DTR was all too

prevalent in the Agency at that time and for some years thereafter.

      OTR's 16 April paper on "Establishing a Career Service in

the Central Intelligence Agency," signed by Dr. ⬜ but actually   25X1

written by Col. Baird, formed the basis of the more detailed career

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* This memorandum from the AD/OCI, undated, is in OTR Manage-
ment training files in the CIA Records Center, R. C. Job 55-1,
Box-1.

development plan submitted to the DCI on 3 July 1951.* Although the

only tangible product that emerged from the general approval and

implementation of the plan was the Junior Officer Training Program,

the mechanisms in the form of review and advisory boards established

at the Directorate and Office levels** were designed to provide the

channels through which the broader career development program

might be carried out. In addition, OTR began to develop the kinds of

training programs that would make the broader program possible.

The first of these programs was the Basic Intelligence Course.

This course had been developed between February and April of 1951

and was first given on 9 July for a group of 19 junior officer trainees. ***

It continued to be given exclusively for JOT's until July of 1952, when

it was opened to all professionals recruited by the Agency. 70/****

Initially the course was 14 weeks long and required full-time attend-

ance. It consisted of a series of lectures and seminars on

_____

* See above, p. 7.

** See above, p. 29.

*** See above, p. 28.

**** This policy was later formalized by regulation. 71/

international relations, principles of national planning and policy plan-

ning, principles of strategic intelligence, the intelligence structure of

the US Government, international Communism, and foreign intelligence

systems. Collateral reading was required, and each trainee prepared

an area study report. A reading improvement program was included

in the course, and there was provision for foreign language study --

primarily Russian -- concurrently with the other phases of the course.

When the course was opened to all professional recruits in

July of 1952, the foreign language study was dropped, and the course

was shortened to six weeks. By the beginning of 1953, students were

coming from nearly all of the Offices of the DDI area. 72/ The course

was offered eight times in 1953, and 319 students completed the train-

ing. 73/

The reading improvement program that was a part of the

Basic Intelligence Course was an outgrowth of a small program

initiated in 1950 by the OSO/OPC Training Division. 74/ Rapid read-

ing machines and materials were used at that time, and when the

Office of Training was established in 1951, the reading program was

turned over to TR(G), was expanded in both facilities and techniques,

and was called the Reading Improvement Program. 75/ When the

program was made a part of the Basic Intelligence Course, it con-

sisted of 30 hours of instruction and laboratory work over a six-week

period. It continued as a phase of the BIC until 15 June of 1956* and

thereafter as a separate training program until September of 1958,

when it was abruptly abandoned. The reasons for and the circumstances

surrounding the abandonment cannot be documented, but to the extent

that the memory of the then Chief of the Intelligence Production

Faculty and later Chief of the Intelligence School can be relied upon,

the situation warrants recording as an illustration of some of the odd

and sometimes errant forces that often shape the course of history.

It seems that the Agency's reading improvement program was so well

developed and efficiently managed that it attracted the attention of the

training units of other government agencies. At some time in 1958

the Department of State budget request contained an item to purchase

equipment for a reading improvement laboratory. That particular

item was singled out by a member of the Congress as an example of

conspicuous waste. The objecting congressman insisted openly that

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* Although this coverage of reading improvement training goes beyond
the time-span of this report, it is given here to complete the brief
history of the program.

the State Department should be able to hire people who could already read. His objections were duly reported by the press, and CIA -- sensitive to congressional criticism then as now -- decided to remove a possible target. The removal action was taken quietly -- by telephone. The reading equipment was spirited away to a warehouse, the instructional staff was reassigned, and all mention of reading improvement training was dropped from OTR bulletins and catalogs. 76/

As recorded earlier in this chapter, by July of 1951 OTR had taken over responsibility for orientation programs designed to acquaint new employees with the nature of the Agency and with its organization and functions. These programs were assigned to TR(O) and TR(G). The first of these, the one-week "conference" described above*, continued to be offered -- quarterly at first and then three times a year -- for new professional employees only, and by June of 1952 about 2,500 employees had completed the course, and during fiscal year 1953 alone about 2,150 completed it. 77/**

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* See above, p. 8.

** These "conference" programs were discontinued in September of 1955. 78/

In November of 1951 a second indoctrination program was initiated. This consisted of about three hours of lectures once a week to all new employees who had entered on duty the preceding week. 79/ The emphasis in this program was on personal security and employees' administrative relationships with the Agency. By June of 1952, 2,621 employees had completed the program, 80/ and by the end of 1953 the number had more than tripled. This orientation program has continued -- with some changes in title, content, and duration -- up to the present time.*

During the period from July of 1951 to December of 1953, a number of courses designed to provide training in intelligence production techniques were planned, and some were actually given initial runnings. For example, in early 1953 a 40-hour course in Research Methods and a 160-hour course in Scientific Intelligence were introduced. The actual development of these courses and of courses in intelligence writing and briefing, however, began in 1954; they will be discussed in a later report.

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* These changes are noted later in this paper.

Although the early efforts of TR(O) and TR(G) were largely concentrated on the Junior Officer Training Program, basic intelligence training, and orientation programs, a significant start was made in the field of training in management and supervision. In December of 1951 OTR conducted an Agency-wide survey to determine the need for administrative training for both professional and support-clerical administrative personnel. 81/ The results of the survey indicated that the DDI and DDP areas did not think that such a program was necessary but the senior administrative officers -- particularly those in the Office of the DDA -- thought that it was both desirable and necessary. 82/

On the basis of the results of the survey, OTR began to develop programs. The first proposed was a series of administrative conferences or seminars in which senior administrative officers would discuss problems in all phases of Agency administration. These meetings were to be directed and monitored by OTR, and the top administrative officers of the Agency -- the Comptroller, the Director of Personnel, the Chief of Administrative Services, and the Chief of Procurement -- would act as resource people. 83/ This plan proved to be impracticable, and after initial attempts to carry it out,

it was abandoned. There were, however, two other administrative
training programs that actually did come into being: a course dealing
with "personnel evaluation forms," and a "Human Resources Program."
84/

By the summer of 1952 a Management Training Division had
been established in TR(G).* The first project undertaken by the divi-
sion was a program to give basic instruction in the use of personnel
evaluation forms. The objective was to systemize the use of the forms
so that they might be valid and reliable tools of evaluation in the
career development process. The course work was primarily devoted
to the understanding of the purpose of the forms, clarification of the
nomenclature, and establishing clearly defined evaluative standards.
Throughout September, October, and November of 1952, courses were
given for groups of 12 to 15 supervisors from all Agency components,
and by the end of 1952 about 1,200 people had taken the training. 85/
This course, as such, was dropped in 1953, but training in the use of
evaluation forms was later included in other administrative training
courses.

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* See Figure 2., p. 21.

In August of 1952, a more ambitious administrative training

program at a higher level was begun -- the Human Resources Pro-

gram. This program had first been proposed in May of 1952 by Dr.

25X1 ☐ at that time Chief of the "General" Training Division -- the

term "General" was used unofficially at that time and later became

"Management. " 86/ The plan and rationale of the proposal were

stated thus:

> The CIA Human Resources Program would consist of four
> one-hour group meetings with each particular group of super-
> visors, with preferably not more than twenty in a group; a
> one-half hour interview with each supervisor; and a follow-up
> one-hour group meeting approximately every six weeks for
> an indefinite period into the future . . .

> The efficiency of this approach to the problem of supervisory
> training is that it gets to the core of the matter and at once
> assists those with supervisory responsibilities to appraise
> their own work methods, to comprehend human resources
> under their supervision, and to apply the simple, well-tried
> concepts of effective human relationships within the frame-
> work of a systematically organized program. 87/

A few months later, soon after the Human Resources Pro-

gram had actually started, Dr. ☐ broadened his statement of   25X1

the rationale of management training and was more explicit about the

objectives of the Human Resources Program:

CIA has reached the stage in its growth as an organization when significant progress can be made in achieving the mission of the Agency by instituting functional programs of management training. It is particularly important in a foreign affairs agency like this, where emphasis tends to be given to substantive and professional functions, that the vital administrative or management functions not be overlooked. To date, it is quite evident that the processes of management have been neglected in this Agency. 88/

In retrospect, Dr. [ ] voice seems to have been one crying in the wilderness. There is no record of anyone in high places disagreeing with him, but neither is there any record of anyone in high places giving more than lip-service support to his philosophy of management training until many years later when Mr. Baird -- always a fervent advocate of management training -- finally convinced the Deputy Directors and the DCI that management training deserved their full and active support. But that is another story, and it will be told in another place.*

The first Human Resources Program was started on 6 August 1952. The structure and time-span of each program followed the pattern proposed by Dr. [ ] in his 23 May paper. Programs were given nine times from August of 1952 to July of 1953. About 40

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* Scheduled for discussion in OTR 9.

25X1

supervisors took part in each program -- not the 20 that Dr. [   ]

had originally preferred.   These people ranged from Assistant Direc-

tors to Branch Chiefs, and one of the programs was given at the

Deputy Director level. 89/

The course was concerned with "quality standards" -- the

relationships that must exist in a foreign service agency where the

product cannot be measured in terms of quantity and where the means

of arriving at a product must be experimental.   Among the many facets

of the problem were provisions of an administrative flexibility that

encouraged the free flow of information, establishment of broad poli-

cies within which the substantive expert could work toward definite

goals, and the achievement of a balance between the necessities of

control and the demands for original and imaginative intelligence

research.

The degree to which the Human Resources Program justified

itself and met its objectives appears to be a matter of some doubt.   In

reviewing the accomplishments of OTR during the first ten years of

its existence, Mr. Baird -- in the 14 December 1960 annual meeting

of OTR personnel -- referred to the Human Resources Program and

gave this evaluation:

It was a failure, but one of the reasons it was a failure was
because it was ahead of its time. The Agency and the
Government as a whole were not yet ready for management
training. In the first place Col. White was not then the
Deputy Director for Support, and it really took Col. White
to put the pressure behind the management training which
has enabled us to make the contributions we've had since
then. But it's interesting that in 1952 we attempted to put
on a Management Training Program from the top down, but
it fell like a lead balloon. *

A somewhat more formal and more objective judgment -- and

one that avoided the "lead balloon" evaluation -- was expressed by Dr.

25X1 [blank] in December of 1953. In his final report, addressed to the

Deputy Director of Central Intelligence, after the conclusion of the

25X1 program, Dr. [blank] stated:

> There is no reason why CIA cannot become the best managed
> agency in Government -- we have the people, the money, and
> the mission; and we have the successes and failures of
> management practices in Government during the past ten
> years to guide us . . .
>
> I believe that the primary management need at this time is
> for a clear and strong statement of management policy for
> CIA from the Office of the Director. Under your leadership
> such a statement could originate with the Deputy Directors;
> it could be revised and coordinated with the Assistant
> Directors; and then be issued by Mr. Dulles as the man-
> agement policy of the Agency. This would define the

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* A copy of Mr. Baird's 14 December 1960 speech is in the files of
the OTR Historian.

principles and provide the practical guides for management
that supervisors at all levels, from unit chief to DCI,
would be directed to apply. 90/

The strong recommendation implicit in Dr. [   ]   25X1

report was never implemented, of course, but by the end of 1960, as

Mr. Baird's comments indicate, some progress had been made toward

top-level support of management training. In the interests of histori-

cal perspective perhaps it should be mentioned at this relevant point

that Mr. Baird's 14 December 1960 tribute to Col. White may have

had a touch of wryness about it. According to the man who in 1960

was Chief of the Intelligence School, of which the Management Train-

ing Faculty was then a part, it was common knowledge among the

School and Staff Chiefs of OTR that Mr. Baird felt that the DDS had

continually blocked OTR's efforts to develop a sophisticated manage-

ment training program -- and other programs as well; it was only

after Col. White had been "converted" by attendance at the Advanced

Management Program at Harvard University from 1 February to 1

May of 1959 that he gave active support to the development of manage-

ment training. 91/

E. <u>Clerical Training</u>

At this time OTR was also concerned with training and "hold-
ing" programs for clerical personnel, both those already on board and
those in the process of being cleared. Although training efforts were
primarily directed toward the development of courses applicable to
the broad career development concept, and clericals were not con-
sidered a part of the career group, 92/ there was a necessity for
training programs to back up the clerical recruiting effort. CIA was
expanding rapidly; in competition with other government agencies in
the recruitment and retention of clericals it was suffering seriously
because of the three- to-five-month delay in completing security
investigations. Early in 1951 the Personnel Office had established a
"pool" -- called the "Interim Assignment Branch" -- in which cleri-
cals could be employed while waiting for clearance. In response to
informal requests from the Personnel Office, OTR began to develop
training programs. In April of 1951, Miss[   ]a member   25X1
of Col. Baird's staff, wrote this analysis of the clerical training
problem: "Though the primary objective of a training program is
improvement of skills and knowledges, it has deep implications.

Some of these are a functioning promotion policy, a good selective process -- initially and throughout an employee's career -- and capable supervision. An expanding training program must take these into account." 93/

OTR gave the first course in the clerical training program, "Clerical Induction," on 13 June 1951. Officially, this course was under the direct control of the Personnel Office, and OTR provided only the instructors; this arrangement lasted until 19 May 1952, when control of the course was transferred to OTR. The second course, "Clerical Refresher," a course designed to improve the skills of on-board clericals, had a trial run in May of 1951 and began as a regular course on 16 July of that year. 94/ A third approach to the clerical training problem was a "Clerical Orientation Program" that began experimentally -- and unofficially -- in August of 1951. This was a two-day program designed to acquaint fully cleared new clerical employees with the general nature of the Agency's mission, the security problems related to Agency employment, and the available employee services and benefits. Because this program delayed reporting to work assignments for two full days after clearance, there

was considerable opposition to it from the understaffed components; not until 22 September 1952 did the Clerical Orientation Program become an accepted segment of the clerical training activity. 95/

These three courses apparently justified themselves, and they were given official blessing late in 1953 with the publication of an Agency regulation. 96/ Perhaps a part of the justification rested in the statistical summary of attendance up to 1 December 1953: 97/

	Trainees per Calendar Year	
	1952	1953
Clerical Induction	615 a/	874
Clerical Orientation	371 b/	1,196
Clerical Refresher	224 c/	523

a. Beginning 19 May 52.
b. Beginning 23 Sep 52.
c. Beginning 15 Jul 51 and including all of 1952.

By the end of 1953, then, OTR had established a lasting pattern of clerical training courses that served the useful purposes of improving the skills of clerical recruits awaiting final security clearance, acquainting cleared clericals with the Agency climate in which

they would work, and sharpening and broadening the skills of clericals

who had been on board for some time to prepare them for further

advancement.

The problem of advancement of clerical employees was recog-

nized during this period and given serious consideration. Although

OTR was not the prime mover in this effort, the problem was closely

related to clerical training. Actually, as noted above, it was an OTR

staff member, Miss [ ] who had defined the problem early in

1951. In April of 1952 the Chairman of the Agency Career Service

Committee had decided that clericals were not to be considered as

career-service personnel. In July of 1953, however, this same chair-

man appointed a "Panel on Career Service for Women" -- apparently

based on the separate-but-equal concept.

The Panel met on 31 July 1953, and in its deliberations cleri-

cal personnel were included. 98/ The Panel discovered that the 12-

percent rate of turnover in the clerical ranks was caused not only by

lack of advancement but by "lack of orientation, inconsistencies in

hiring and promotional practices, and non-utilization of skills acquired

previously." In one of its recommendations, the Panel said:

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> . . . an organization as demanding security-wise of its
> employees as CIA, and depending on college graduates for
> as much as 25 percent of its clerical labor supply, should
> offer unusual rewards, not necessarily in money, but in
> esprit de corps for its employees.

The Panel recommended further that the "Career Service Board place

greater emphasis on the clerical groups of employees, " to provide for

progression from clerical to intermediate jobs, and for advancement

within the clerical group by "utilizing the training facilities of the

Agency so as to allow an individual employee to develop additional

skills benefiting his personal career."99/

There is no record of the Panel's recommendations having

been formally approved and implemented, but the principles on which

the recommendations were based were accepted by OTR as valid ones,

and they became major elements in the later development of the cleri-

cal training program.

F.   Language and Area Training

Although training in the practical use of foreign languages

and in useful knowledge of foreign areas was of greater concern to the

DDP clandestine components of the Agency than to the DDI production

offices, the task of developing language and area training programs

was assigned to TR(O)/TR(G) rather than to the covert training unit.

Before OTR was established, there was little formal training in foreign language or area familiarization. In the early years of the Agency the operational components either already had personnel with the necessary language and area competence or could easily recruit them. To some extent the same was true of the production components, where language and area competence was considered valuable but was secondary to analytical skills -- and there was the CIA Foreign Documents Division that provided foreign language translation support to the analysts. Whatever language training was needed in the Agency the individual Offices handled on an external basis, using the academic facilities in the Washington area.

With the beginning of the Agency's rapid expansion in 1950, it became more difficult to recruit personnel with ready-made language and area competence, and the need for a major training program became apparent. Soon after his appointment, Col. Baird not only recognized this need but also understood the necessity for measuring the degree of the need and systematizing the fulfillment of it. In March of 1951, he issued to all Offices, through the Training Liaison Officers,

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a memorandum stating that it was the mission of OTR to coordinate

all language training needs of the Agency and asking for estimates of

the Offices' present and future requirements. 100/

The response to Col. Baird's memorandum was somewhat

less than satisfactory -- as is indicated by the fact that similar

requests continued to be issued by OTR over the next 15 years -- but

it gave him at least something to work on. In April of 1951, Col.

Baird arranged with the [   ]   25X1

25X1 [   ], to provide a

seven-week, four-hour-a-day course in Russian for Agency personnel.

101/ The first group to take this course was composed of the intelli-

gence analysts and other professional non-covert employees awaiting

final clearance in a holding pool called "Unclassified Training Group

A." 102/ In July of 1951, the first group of junior officer trainees

was given the same course. *

At this time, of course, OTR had neither the staff nor the

facilities to provide internal training in foreign languages, so external

training was the only practicable method available. By June of 1951,

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* See above, p. 36.

the requests for language training had grown in volume to the point

where Col. Baird found it necessary to establish within TR(O) an

External Training Division. * To organize and direct the work of this

Division, Dr. [   ]   25X1

25X1 [   ] was brought into OTR as a con-

sultant. **

External training, however, was not the ideal, long-term

solution. It was expensive, it created security hazards, and the

Agency could not control the content or conduct of the courses. In the

summer of 1951, Col. Baird initiated a real effort to develop an inter-

nal language training capability. Through the DCI he arranged to have

25X1 Dr. [   ] released from the University and come to the Agency as

a staff officer to set up a linguistics laboratory. 103/

By June of 1952, the internal language training capability con-

sisted of a small staff of instructors and laboratory facilities capable

of providing supplemental training in a large number of languages.

During the latter part of 1952, the staff was giving language

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* See Figure 1, p. 12.

** See above, p. 22.

courses in the principal languages of Western Europe, and by the

summer of 1953 the internal program included Chinese, Russian, and

Polish. 104/

Throughout the 1951-53 period, however, the major part of

the total language training program was conducted externally. The

External Training Division -- and later the Language Services Divi-

sion* -- explored training facilities and established Agency quotas

with most of the colleges and universities in the Washington area and

with other government agencies, primarily the State Department. By

the summer of 1953, OTR was offering intensive external training in

27 languages and was prepared to make local arrangements for train-

ing in 21 additional languages. Further, OTR had established contacts

with various universities throughout the United States so that Agency

personnel could take training in seven of the "rare" languages: Lettish,

Bengali, Tibetan, Tamil, Mongolian, Sinhalese, and Vietnamese.

105/

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* See Figure 2, p. 21.

As language training -- both external and internal --
expanded, the importance of reliable estimates of requirements as a
basis for planning became more and more critical. As noted above, *
Col. Baird had first requested such estimates in March of 1951. In
May of 1952, he sent a second request -- this one directly to all three
of the Deputy Directors and to all Assistant Directors. 106/ The
DTR's memorandum summarized OTR's current capability to meet
language training requirements, then focused on the real problem:
"One of the indispensable skills the Agency must develop in its person-
nel, but as yet not achieved, is competence in a large number of lan-
guages. To permit orderly planning towards that competence, I need
to determine the Agency current and long-range requirements on a
realistic basis." With the memorandum went three questionnaires --
one on permanent language needs, one on current language require-
ments, and one on retention of existing language skills.

Again the response to Col. Baird's memorandum was per-
functory and unproductive; the attitude of the Agency components
seemed to be that although OTR's effort to develop language training

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* Page 50.

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was a noble one, busy people just couldn't be spared from pressing

assignments and therefore there was no point in making estimates of

training requirements. This attitude -- applied in a somewhat

broader context -- is clearly revealed in a 21 March 1953 memoran-

dum for the record written by the Chief of the OTR Plans and Policy

Staff: 107/

> On 25 March, Chief, S/PP, met with the DAD/CI and the
> Chief, Far East Division, OCI, to acquaint them with three
> language-area programs in which Agency participation can
> be accomplished; namely, the Japanese Program, the China
> Program, and the South Asia Program.
>
> OCI reaction to this information was as follows:
> a. In view of T/O problems, OCI has no personnel
> presently on duty who can be spared for either of
> the three training programs.
> b. It is the present policy of the OCI Career Service
> Board that no personnel will be spared from OCI
> for participation in two-year language-area pro-
> grams with a possible exception of the Detachment
> "R" Program. *
> c. OCI heartily supports OTR efforts to develop long-
> range language-area programs and hopes to take
> advantage of such programs through the Junior
> Officer Training Program.

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* A Russian language training program
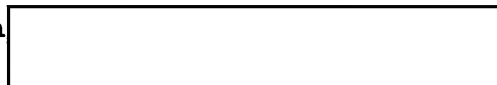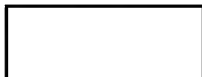
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In spite of this general attitude, however, Col. Baird did

establish in some quarters the critical importance of planning for lan-

guage training.   On 24 November, the Training Officer of the DDP

wrote in a memorandum addressed to the

Deputy Chief of Foreign Intelligence Operations: 108/

> In the past, the problem involved in the language training
> program has been the inability of the Area Divisions to ade-
> quately plan for such training. Many persons scheduled for
> overseas assignments often request language training on a
> "crash" basis for periods varying from a few days to several
> months. Usually this request is for training to begin imme-
> diately and often the specifications and timing set forth pre-
> clude use of all available programs and dictate only the most
> expensive though frequently inferior arrangements, often
> inadequate to meet the stated objectives . . .
>
> There appears to be a complete lack of realism and appre-
> ciation of the meaning of language training on the part of the
> operating divisions in spite of the fact that these frantic
> requests for such training offer platitudes about the need
> for "fluency" in language and "the operational and psycholog-
> ical advantages" of having our personnel, sometimes sta-
> tioned alone, able to deal with non-English speaking agents
> in their own language.

In addition to the lack of reliable component estimates of

their language training requirements, OTR faced another obstacle in

the early development of the language training program. Requests

for training could not be given automatic and blanket approval. They

had to be screened and evaluated. Because the objective of language

training was that the trainee achieve some level of competence, levels
of competence at the various levels had to be determined. Moreover,
each applicant's aptitude for language learning had to be measured.
All of these problems required the services of trained linguists and
psychologists, and reliable testing devices had to be created or
obtained from outside sources. By December of 1953, OTR had made
a start on the solution of these problems. Systematic procedures,
however, were not firmly established until some time later; they are
described in a later chapter.

No cold statistical summary would do justice to OTR's
efforts to develop language training during the 1951 through 1953
period, but a few figures taken from the OTR Fifth Anniversary Report
will be indicative of the progress made. 109/ In fiscal year 1952,
there were 697 enrollments in language training; in fiscal year 1953,
there were 1,305; and in fiscal year 1954, there were 1,550. In fiscal
year 1951, the language training share of the OTR budget was ____ per-
cent -- $16,800; in fiscal year 1952, it was ____ percent -- $203,970;
in fiscal year 1953, it was ____ percent -- $300,998; and in fiscal year
1954, it was ____ percent -- $487,582. The growth of internal lan-
guage training in relation to external is shown by the fact that in

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November of 1952 there were slightly more than 200 language trainees

in external training status and about 40 taking training internally; in

November of 1953 the ratio had changed to about 115 in external train-

ing and about 95 internal trainees; by June of 1954 the number of

people taking language training internally had risen above the external

figure, and it has remained there since that time.

The early OTR concept assumed that area training had to be

closely linked with language training. In Col. Baird's 3 July 1951

memorandum to the DCI, proposing a definite plan to establish a

career corps, language study and area study were described as a

single phase of the training activity. 110/ Although OTR made a real

effort during the early years to develop the language-area concept, *

the exigencies of the time made it impossible; and by the end of 1953

language training and area training became separate activities --

related, of course, but not integrated.

Just as there was no internal capability for language training

in OTR in 1951 and 1952, there was none for area training; that, too,

was handled on an external training basis. Early in 1951 there was

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* For example, see the 21 March 1953 memorandum for the record by
   the Chief of the OTR Plans and Policy Staff, quoted above, p. 55.

bright promise that OTR's area training problems would be solved.
The Social Science Research Council, concerned about the growing
need for area specialists and about the impact this need might have on
the country's universities and colleges, launched a three-year plan to
train 1,000 college graduates as area specialists. 111/ Several
government agencies, including CIA, were interested in the plan.
Meetings were held at high levels, and finally a specific proposal was
submitted to the Chairman of the Civil Service Commission. 112/
There is no record of any action having been taken after that time,
and it appears that the entire project was dropped -- probably because
the plan would have involved a congressional appropriation of $15 mil-
lion and the creation of a policy of draft deferment for people in the
program. 113/

In the fall of 1952, another promising project was launched --
and later sunk, almost without trace. Through Col. Baird's efforts,

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In spite of the failure of these two attempts and several other

aborted projects, OTR did make a substantial beginning. In the sum-

mer of 1951, through arrangements with the Director of Intelligence

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tion, local academic facilities were used for external training in area

studies, and lecturers from outside the Washington area were brought

into the Agency to conduct seminars and give lectures on various

world areas and cultures. 117/

After 1953, OTR developed an internal capability for area

training, and gradually thereafter the external training phased out --

as it did with language training. In retrospect, it must be said that

although OTR was successful during the 1951 through 1953 period in

establishing a base for language and area training programs, the

actual achievements fell far below expectations. There were several

reasons. The career-service concept -- other than the junior officer

training phase -- had not developed, and there were no explicitly

defined requirements for language and area training. The production

and operational components of the Agency were understaffed and reluc-

tant to release personnel for external training. Employees themselves

were reluctant to leave their jobs when they had no real assurance that

the jobs would still be there when they returned.

Perhaps the most significant of these reasons was the

absence of a viable career-service policy. In May of 1953, the Vice

Chairman of the Office of National Estimates Career Service Board

wrote: 118/

> . . . At present we have no career service in the full mean-
> ing of that term. The various office career service boards
> are no more than was available to the AD's before their
> inauguration . . . What we have then is not a career service
> but aids to an individual for planning his career in that part
> of Government called CIA . . .

In January of 1954, Mr. Lyman Kirkpatrick, then the Inspector Gen-

eral of the Agency, wrote to the DCI: 119/

There are 25 other Career Service Boards in the Agency
besides the CIA Board. These include boards for all of
the offices, the DD/P staffs plus a DD/P, DD/I, and DD/A
Board. These Boards have functioned with varying degrees
of effectiveness and authority. In many cases the Boards
are purely advisory to the office or staff chief; in others,
the Boards, in effect, have more influence. Unfortunately,
the boards have concerned themselves largely with matters
of promotion, transfers, etc. -- personnel actions previ-
ously handled on a routine basis by executive action of the
individual offices. There is no indication that creation of
"career service boards" has improved these actions any . . .

There are too many Career Service Boards, and they are
improperly constituted. A career service board for each
office has simply continued office nationalism and done
nothing to further making CIA a career . . .

G. Senior Service Schools

Although the development of language and area training pro-

grams through the use of non-Agency facilities was the major external

training concern of TR(O)/TR(G) during the first three years, other

external programs were established -- some of which later developed

into prestige assignments. For example, in 1952 OTR sent the first

Agency officer to the Advanced Management Program at Harvard

University; this beginning led to a number of arrangements with aca-

demic, government, and business institutions for external training in

management and executive development. * Perhaps the most important

beginning, however, was the establishment of a systematic program

for enrolling Agency personnel in the senior service schools of the

Department of Defense.

Actually, a start in the service school agreements was made

before OTR took over the responsibility. In January of 1951, the DDA

was handling arrangements with the National War College, 120/ and in

May of 1951 the Assistant Director of ONE reported that he had been

urged by the Commandant of the Naval War College to have the Agency

send at least one student to Newport. 121/ Although there is no official

record of the assignment of the service schools responsibility to OTR,

such assignment was clearly encompassed by the official charter

given to Col. Baird in November of 1950. 122/

In any event, by the end of 1951 OTR had taken over the serv-

ice schools program entirely, and the records of the OTR Registrar

show that in 1951 two students were sent to the National War College,

one to the Naval War College, one to the Naval Intelligence School,

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* These programs are discussed in OTR-9.

and three to the Strategic Intelligence School. 123/ In 1952 the Armed

Forces Staff College, the Air War College, the Army War College,

and the Industrial College of the Armed Forces were added to the list.

124/

Even as early as 1951 and 1952, attendance at one of the

senior schools was a prized assignment; and the number of candidates

always exceeded the quotas. Consequently OTR had to establish pro-

cedures for nomination and mechanisms for selection. During the

early years of OTR, these matters were handled, in turn, by the

External Training Division, the Programs Division, and the Adminis-

trative Staff. Later, a Training Selection Board was developed to

handle nominations and selection, and record keeping and liaison with

the schools were handled by the OTR Registrar.*

H. Component Training

One of the responsibilities assigned to OTR by regulation in

1950, in addition to "supervising" all Agency training, was that of

developing "in-service" training -- training activities conducted by

and within the various components of the Agency. 125/ In early 1953,

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* The development of the Training Selection Board and the supporting
  functions of the OTR Registrar are discussed in OTR-7.

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this responsibility for in-service training was clarified and made more specific; OTR was authorized to "review" component training programs and to "advise and assist the Offices in the development, direction, and conduct of such training." 126/

Although TR(O)/TR(G) was not alone responsible for carrying out OTR's component training support, most of the offices that conducted formal training programs were in the non-covert areas of the Agency. The mechanism used for component training review and support was the Training Liaison Officer system; and the non-covert TLO's were, in a sense, extensions of OTR's non-covert unit. During the 1951-53 period, component programs were being conducted by the Foreign Documents Division and the Contacts Division of the Office of Operations, by the Library Division of the Office of Collection and Dissemination, and by the Photographic Intelligence Division of the Office of Research and Reports. 127/ In addition, a number of the production offices, including the Office of Current Intelligence and the Office of National Estimates, were sending personnel on tours of temporary duty overseas for area familiarization. 128/ To some extent, TR(O)/TR(G) was involved in all of these activities.

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In all truth, however, it must be said that OTR's responsibility for "reviewing" component training programs and "advising and assisting" the Offices in the "development, direction, and conduct" of them was carried out in a rather perfunctory manner.* OTR responded to requests from the components for aid and support in designing and conducting programs, supplied training materials for some component courses, and made occasional attempts to "evaluate" courses. It was not until 1969, however, that systematic procedures were developed -- and then at the direct request of the Executive Director-Comptroller of the Agency. There were, of course, reasons for OTR's somewhat tentative approach to the component training problem. In the early years of OTR's development, Col. Baird worked very hard to avoid antagonizing component chiefs; he needed their support and cooperation, and a heavy hand -- however highly authorized -- laid on their internal training activities might have been judged officious and aggressive. Also it was recognized very early that a letter-of-the-law implementation of OTR's official component training charge would require a major manpower commitment; and as

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* These opinions are those of a senior OTR officer who served in
  responsible positions from 1956 to 1970. 129/

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OTR developed and expanded, the available manpower had to be directed into OTR training programs. Whatever the reasons, OTR served the component training programs as a willing helping hand -- but a light one.

There was one component training activity that was almost completely autonomous. This program was conducted by the Office of Communications and covered "technical phases of communication, including the use of radio, teletype, cryptographic systems, and other communication equipment." 130/ Although this activity was not specifically excluded in either the December 1950 regulation that stated OTR's general responsibility for "in-service" training or the March 1953 regulation that was more specific, there appeared to be at least tacit agreement that communications training should function as an independent and highly compartmented unit. Such agreement was certainly implicit in the wording of a 20 March 1953 regulation that stated that communications training was to be handled by the Office of Communications "in cooperation with the Director of Training," 131/ a phrase that clearly excluded the elements of OTR supervision and review.

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I. Summary

Although statistical records cannot reflect the problems that
TR(O)/TR(G) faced during the 1951-53 period or measure the effective-
ness of the solutions or evaluate the quality of the product, they are at
least an indication of the breadth and depth of the progress made.
Complete statistical records of enrollment and course offerings are
available in the files of the OTR Registrar. For the present purpose,
a narrative summary will serve. In 1951, 11 full-time TR(O)-spon-
sored courses, including external training, were given for 1,777 stu-
dents; in 1952, 28 courses were given for 2,472 students; and in 1953,
35 courses were given for 2,870 students. In 1951, nine scheduled
part-time TR(O)/TR(G)-sponsored courses, including external train-
ing, were given for 2,262 students; in 1952, 17 courses were given for
8,349 students; and in 1953, 17 courses were given for 7,882 students.
132/ The figures for part-time training do not include single-lecture
attendance or auditors in scheduled courses. The decline in the num-
ber of part-time students from 1952 to 1953 reflects the growth of the
internal capability for language training and the shift of students from
external training in languages to internal training.

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By December of 1953, TR(G) had established a workable organizational structure and had acquired the key personnel to make it work. The career development program had been submitted and approved in principle, and the Junior Officer Training Program had emerged as the first implementation of it. Training courses in intelligence and management had been established, a group of clerical training courses had been developed, external training in language and area studies had been expanded and systemized and an internal capability for language training established, quotas for Agency officers in the senior service schools had been acquired and filled, and at least a small beginning had been made in the support of component training. During the two-and-a-half year period, the non-covert training units of OTR had established a basic and lasting pattern for meeting the non-covert training needs of the Agency.

III. <u>Training (Covert)/(Special), 1 July 1951 - 4 December 1953</u>

A. <u>The Chain-of-Command Problem</u>

As recorded earlier in this chapter in general terms and
described in detail in an earlier historical paper, <u>133/</u> the chain-of-
command relationship between the Director of Training and the covert
training unit -- TRD and later TR(C) -- was ambiguous and tentative
during the 1951-53 period. From the time of his appointment as DTR
in November of 1950, Col. Baird carefully avoided any posture of
command take-over; he asked for information and orientation and
offered cooperation and assistance. Even after the 1 July 1951 regula-
tion had established OTR and placed the covert training unit of the
DDP under the nominal command of the DTR, Col. Baird continued
his non-interference approach, and TR(C) continued to function under
the actual direction of the DDP. It was not until February of 1952 that
the covert training unit -- at that time Training (Special) -- actually
became a functioning part of OTR under the direct command of Col.
Baird. <u>134/</u> Mr. [   ] who had replaced Col. [   ]   25X1

[   ] as Assistant Director of Training (Covert) on 8 January of 1952,
<u>135/</u> was then the DDTR(S).

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Even after the February action of in-fact transfer, TR(S) remained compartmented from the rest of OTR. The courses in clandestine activities continued to be given separately and for the most part were given in separate facilities. The DDP continued to play a major role in the establishing of standards and course content, to provide the materials and the instructors, and to control the assignment of students to the courses. Mr. [   ] and those who followed him in the DDTR(S) position, however, reported directly to Col. Baird, and there was no longer an organization chain-of-command problem. Mr. [   ] served as DDTR(S) until 2 February 1953, when he was replaced by [   ] 136/ In April of 1953, Mr. [   ] was replaced* by [   ] 137/ who remained in the position until the December 1953 reorganization of OTR, when he became the single Deputy Director of Training. **

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* Mr. [   ] had committed suicide. According to OTR officers who were closely associated with Mr. [   ] at the time, the intensive security investigation that followed the suicide uncovered nothing to indicate that it was in any way connected with his Agency service.

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** See below, p. 120.

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Although TR(S) did not in fact become a part of OTR until
February of 1952, the present discussion of clandestine training
activities will include those that antedate the actual merger.

B. Organizational Development

In July of 1951, TR(C) consisted of five staffs and six branches
under the command of the Assistant Director of Training (Covert), an
organizational pattern that had been carried over from TRD/OSO-OPC.*
By 17 September of 1952, the unit had completed a reorganization in
which the staff structure had been altered, the branches had been
realigned and had become divisions, and the ADTR(C) had been
redesignated the DDTR(S).** The TR(C) Administrative Staff had been
eliminated and its functions assigned to an OTR Support Staff that
served both TR(S) and TR(G). The TR(C) Overseas Training and Doc-
trine Development Staffs were combined as a Training Development
Staff, a Plans and Programs Staff replaced the Planning Staff, and the

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* See Figure 1, p. 12.

** See Figure 2, p. 21.

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Assessment and Evaluation Division was divided into three branches --
the Psychological Assessment Branch, the Research and Validation
Branch, and the Training Evaluation Branch.

The TR(C) Covert Training Branch, Special Projects Branch,
and Special Branch No. 1 were combined as the Project Training Divi-
sion. The former Quasi-Military Training Branch became the Air-
Maritime Division, with an Air Training Branch and a Maritime
Training Branch. The Staff Training Branch and the Holding and
Training Branch were combined as the Basic Training Division, and
an Advanced Training Division was established to handle a number of
specialized training courses formerly given by the Quasi-Military and
Staff Training Branches.

On 15 February 1953, the TR(S) Assessment and Evaluation
Staff was removed from the TR(S) unit and placed directly under the
DTR. 138/ Otherwise, the staff-division structure of TR(S) remained
the same until the December 1953 reorganization of OTR.

C. The Assessment and Evaluation Staff

Because the Assessment and Evaluation (A&E) Staff was to
play a major role in the development of OTR -- particularly in the
development of the junior officer training and the language training

programs, some detailed discussion of the early OTR activities in the field of assessment and evaluation is warranted here.

The TR(C)/TR(S) A&E Staff represented a carry-over activity from OSS days. Actually, OSS had learned from the British intelligence service the importance of A&E activities in all phases of covert action. 139/ With the transfer of both training methods and men from OSS to CIA, the A&E function came also. At that time, however, the A&E function was related directly to the evaluation of people and the

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In early OSO and OPC training

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Early in the development of the career-service concept, Col. Baird recognized the importance of creating within OTR a capability for assessment and evaluation -- not as a substantive field of training but as a psychological staff activity aimed at the assessment of aptitude for training and the evaluation of training programs and methods.

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In January of 1951, the chief of the TRD Assessment Staff, * Dr.

[   ] asked to be assigned to OTR to organize an A&E

capability, and his request was approved. 141/ In March, Dr. [   ]   25X1

-- who was then acting as a staff officer -- proposed the creation of a

Division of Psychology, 142/ but there is no record of action taken on

the proposal. In any event, by July of 1951 some kind of a "psycholog-

ical staff" had been developed; Col. Baird's 3 July 1951 staff study

presenting the CIA career-service plan refers to the "OTR Psycholog-

ical Staff" and describes the work that it would do in the development

of a career corps. 143/ The extent to which this "OTR Psychological

Staff" actually existed is in some question; it is not shown on early

OTR organization charts, and there are no records of personnel

assignments to it. There is, however, a record of the fact that the

functions of such a staff were being carried out by some group in OTR.

There is among the OTR weekly reports for calendar year 1951 a file

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* At this time the unit was called a "Division" and actually retained
   this designation until December of 1952, when it became a Staff.
   140/ The "Staff" designation is used here to avoid confusion.

tabbed "Testing and Evaluation Division." 144/ The reports in the

file are signed by [   ] but there is no reference to the

division or staff of which Dr. [   ] was apparently chief.

Whatever its status or structure, this group continued its

activity until June of 1952, when all OTR assessment and evaluation

work was consolidated within the TR(S) A&E Staff. 145/ By this time,

of course, a major part of the OTR assessment and evaluation activity

had become centered on the Junior Officer Training Program; the

consolidation, in effect, made the A&E Staff an OTR unit rather than

a TR(S) unit -- a fact that was officially recognized with the transfer

of the staff in February of 1953.

At the time that the transfer took place, Dr. [   ]

[   ] was appointed Chief of the OTR A&E Staff. Apparently Dr.

[   ] remained in his somewhat anomolous position as chief of the

OTR assessment and evaluation group throughout 1951; there is no

record of his detachment from OTR or of his return to the clandestine

services, but his signature appears on the 1951 weekly reports. On

1 July 1951, when TR(C) was organizationally assigned to OTR, the

chief of the TR(C) A&E Staff was Dr. [   ] On 7

July 1952, Dr. [   ] was appointed as Acting Chief,

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replacing Dr. [   ] was brought into the Agency

early in 1953, and on 9 February he was appointed chief of the A&E

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Staff, replacing Dr. [   ] served in the posi-

tion until August of 1959.

Some general concept of the order of magnitude of the A&E

function in OTR during the early years is indicated in OTR's official

report of progress from 1951 to 1955. 147/ During calendar year

1953, about 900 individuals were tested;* about 600 assessments were

performed; and about 1,000 training evaluations were processed. The

growth of the A&E effort in OTR is indicated by the fact that in fiscal

year 1951, about 1.4 percent of the total OTR budget was allotted to

assessment and evaluation work and in fiscal year 1953 the figure had

grown to 4.1 percent. 149/

By December of 1953, OTR had developed a highly profes-

sional assessment and evaluation staff that had established the proce-

dures to serve the Junior Officer Training Program and the not-yet-

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* This number does not include entrance-on-duty testing, which was
  done by the Personnel Office until November of 1954. 148/

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developed Agency-wide career-service program. In addition, the

A&E Staff had begun to provide testing and evaluation support to all

OTR instructors in courses of all kinds.

D. Paramilitary Training

The activities of TR(C)/TR(S) during the period from 1 July

of 1951 to 4 December 1953 were dictated, to a considerable extent,

by pressures generated during the 1949-51 period of the development

of TRD/OSO-OPC. These pressures arose from what then appeared

to be an urgent need to give all types of paramilitary and covert action

training to large numbers of people. At that time there was general

belief that the cold war would soon get hot, and the beginning of the

Korean War in 1950 gave tangible support to this belief. The Agency

was forced to gear up to the paramilitary and covert action support

capabilities that would be required of it in time of war. The efforts

to do this are described in some detail in an earlier historical paper.

150/ The projects and programs begun during the 1949-51 period,

however, carried over into the 1951-53 period, and the present narra-

tive picks them up where the earlier paper left them. To establish

continuity, this paper summarizes the early developments of each

project before continuing the narrative.

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The records indicate that during the 1951-53 period, because the major efforts of TR(C)/TR(S) were devoted to the development of paramilitary training capabilities, the Headquarters phases of training were given secondary priority. After 1953, however, when the apparently urgent requirement for large numbers of people to be trained in all sorts of covert action had proved to be without substance, Headquarters training programs were developed and expanded. Another factor that gave emphasis to Headquarters training was the relocation of field-training courses[   ] By the end of 1953,   25X1

a training staff had been established[   ], and although there   25X1

was constant and close coordination between the Headquarters elements of TR(S) and the field training staff, the Headquarters unit established an identity and found clear definitions of its missions.

F.   Staffing Problems*

One of the major problems that TR(C)/TR(S) faced throughout the 1951-53 period was that of acquiring and maintaining a staff of fully qualified instructors. The problem was not a new one. TRD

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* This account of the staffing problems is based primarily on SS Historical Paper No. OTR-4, "Agency Training, August 1949 - July 1951." That paper extends the coverage of the subject beyond its indicated time-span, and only summary coverage is given here.

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had faced it as early as 1949 and, working through the Joint Training

Committee, had tried several solutions. 166/ Basically, the problem

was inherent in the nature of clandestine training. To be fully quali-

fied to teach, an instructor had to have had recent practical field

experience in clandestine activities; an Agency officer who had this

experience was in great demand by the operational components and

could not be released for extended periods of time to serve as an

instructor. At that time, it must be remembered, the pressure for

competent case officers in the field was overriding, and training had

not yet been recognized as of equal importance.

Col. Baird faced the TR(C) staffing problem soon after the

unit came under his nominal command. In a 21 July 1950 memoran-

dum to the Agency Advisor for Management, he pointed out that only

40 percent of the authorized TR(C) positions were filled. 167/ His

proposed solution of the problem was, basically, raising the grade

level of the instructor positions and increasing the number of high-

level slots in OTR so that instructor assignments would have greater

appeal for qualified officers.

An ideal solution of the staffing problem had been devised as
early as 1948. At that time, the Chief of the OSO Training Staff pro-
posed a policy of regular rotation of clandestine services officers
from the field into instructor positions and then back into the field.
There was general agreement that the proposal was an excellent one,
but the realities of the time prevented its implementation. The pro-
posal was resubmitted from time to time -- in April of 1949, in April
of 1950, and in September of 1950. In October of 1951, Col. ⎕   25X1
⎕, then the Chief of TR(C), submitted to the DTR a detailed plan   25X1
for effecting the rotation policy. His proposal was not acted upon by
higher authority, and in December of 1951 Col. ⎕ wrote a memo-   25X1
randum directly to the DCI expressing his concern and frustration. In
January of 1952, Col. ⎕ was transferred out of OTR to a staff posi-   25X1
tion in OSO. 168/

Rotation continued to be the best possible theoretical solution
of the problem of staffing the clandestine training units. Perhaps the
work that Mr. Baird did in the years following 1953 to make the
theory a practical reality stands as one of his greatest achievements.

G. Statistical Summary

Any attempt to measure the activity of TR(C)/TR(S) during

the 1951-53 period in terms of courses offered, students trained, and

money spent must be conditioned by the fact that during this time the

covert training unit devoted a considerable part of its resources and

efforts to preparing programs and facilities to meet paramilitary

training requirements that never actually materialized. The statisti-

cal record, then, does not tell the whole story. It is, however, of

sufficient interest to warrant a brief narrative summary.

In calendar year 1951, 1,460 students were trained in nine

full-time courses; there was no part-time training in that year. In

1952, 1,790 were trained in 15 full-time courses, and 39 were

trained in two part-time courses. In 1953, the figures were 1,547 in

14 full-time courses and eight in one part-time course. 169/

Budget allocations for clandestine training during fiscal

years 1952, 1953, and 1954 reflect the development of the facilities at

25X1 [   ] In the fiscal year beginning 1 July 1951, 71.9 percent of

the total OTR budget was allocated to clandestine training -- 9.8 per-

cent to assessment and evaluation and instructional services, 22.2

percent to Headquarters training, and 39.9 percent to field training.

In the 1953 fiscal year, the allocation for clandestine training was 67.3 percent of the total -- 19.8 percent for Headquarters training and 47.5 percent for the field. In the 1954 fiscal year, the percent of the total was 56.3 -- 8.3 for Headquarters and 48.0 for the field. 170/ It should be noted here that in fiscal years 1953 and 1954 assessment and evaluation and instructional services, because they were no longer TR(S) units, were not included in the allocations for clandestine training. 171/

IV. Reorganization of OTR

Earlier in this volume it was pointed out that when the Training
Division was transferred from the DDP to the Office of Training the
change was only nominal -- TR(C) continued to function, for all prac-
tical purposes, as a DDP training unit, and the Director of Training
served as an advisor and coordinator. As long as that situation con-
tinued, TR(C) and TR(O) functioned as separate units with distinctly
separate responsibilities. When the February 1952 CIA Regulation
removed TR(C) from all DDP jurisdiction and placed it directly under
the sole command of the DTR, 172/ however, a need for the consoli-
dation of the two parts of OTR began to develop. It soon became clear
that the continuing function of TR(C) and TR(O) as almost autonomous
units would create serious administrative problems.

A. The Problems

One of the major administrative problems derived from the
Staff structure. Both the covert training unit and the overt training
unit, for example, had planning staffs; and both had administrative
support staffs. Until February of 1953, the Assessment and Evalua-
tion Staff was within TR(S) and served TR(G) only as the press of
TR(S) requirements permitted. TR(S) had a Training Development

Staff that functioned in much the same way. Such an arrangement

made it difficult for the DTR to delegate some of the broader respon-

sibilities of the Office.

Other problems arose from the compartmentation of the two

units. Because of this inherited separation, both units had divisions

that were giving the same kinds of training, and it was difficult -- if

not impossible -- to combine overt and covert groups and thus make

more efficient use of facilities and instructors.

In addition to these major problems, there were a number of

minor ones involving chain-of-command, evaluation authority, person-

nel assignment, and the use of logistical and clerical support. It soon

became obvious that the dual organizational structure of OTR did not

permit the kind of centralized direction that an Agency Office should

have.

B. The Action

As early as September of 1952, Mr. Baird took preliminary

steps toward consolidation. At that time he changed the TR(C) Admin-

istrative Staff to a Support Staff directly under the DTR, * serving both

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* See Figure 2, p. 21.

the covert and overt units. 173/ The next step came in February of

1953, when the TR(S) Assessment and Evaluation Staff was placed

directly under the DTR. 174/* The major step -- the one that led

directly to the overall reorganization of OTR -- came in August of

1953 with the completion of an OTR report to the Inspector General of

the Agency. 175/

This report contained a detailed statement of OTR's concept

of the function of Agency training, a specific analysis of the problems

that OTR faced in fulfilling its mission, and recommendations for a

reorganization that would better enable OTR to solve the problems.

The Inspector General registered general approval** of the recom-

mendations, 177/ and OTR went ahead with the plans to reorganize.

By December of 1953, the changes had been made; and the new organ-

ization was announced in an OTR Notice. 178/

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* See Figure 3, p. 119.

** The IG did raise objections to Division-Branch structure proposed,
   objections that later led to the change from Divisions to Schools. 176/

Figure 3

ORGANIZATION OF THE OFFICE OF TRAINING

15 February 1953
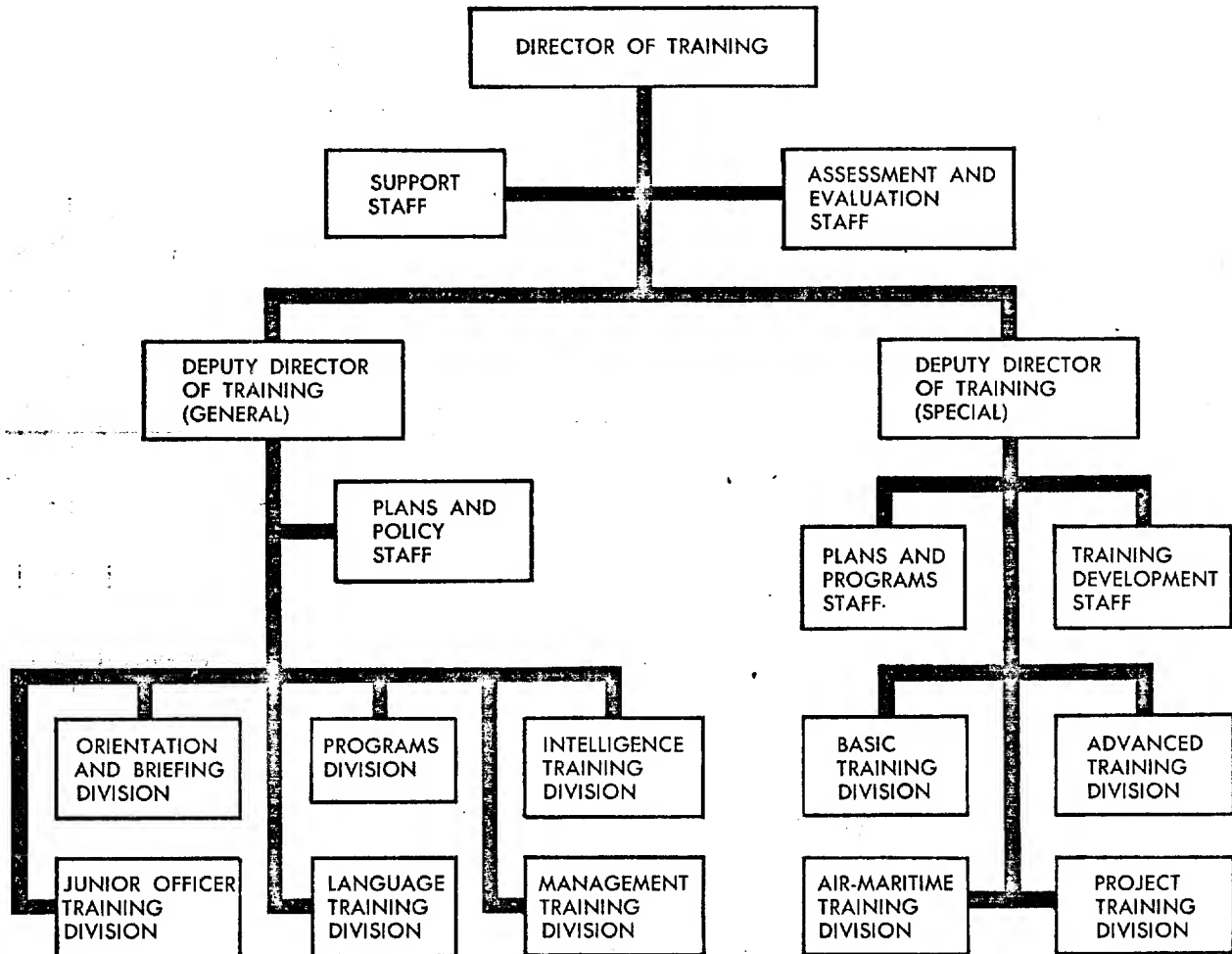
ORGANIZATION OF THE OFFICE OF TRAINING AS OF 15 FEBRUARY 1953, SHOWING THE TRANSFER OF THE ASSESSMENT AND EVALUATION STAFF FROM TRAINING (SPECIAL) TO THE OFFICE OF THE DIRECTOR OF TRAINING; BY OTR REGULATION NO. 70-1, 15 FEBRUARY 1953.

C. The Results*

Perhaps the most important change made by the reorganiza-
tion -- most important to effective consolidation -- was the elimination
of the dual DDTR structure and the establishment of a single DDTR.

25X1   Dr. [   ] who became DDTR(G) in July of 1952, had for some
time been scheduled for transfer to the Office of Current Intelligence,
and his transfer date had been set for 1 December 1953. His depar-
ture left only one DDTR, Dr. [   ] had   **25X1**
served as DDTR(S) since April of 1953, and with the OTR reorganiza-
tion he was appointed to the DDTR position.

In the new structure there was established the position of
25X1   Executive Officer. Mr. [   ] who had served as the
Chief of the OTR Support Staff before the reorganization, was appointed
to this position.   The official organization chart issued along with the
OTR Notice indicated that in the chain of command the Executive Offi-
cer stood between the Staffs and Divisions below and the DDTR and
the DTR above. Actually, the organization did not function in that
way.   The Executive Officer directed and supervised the Administrative

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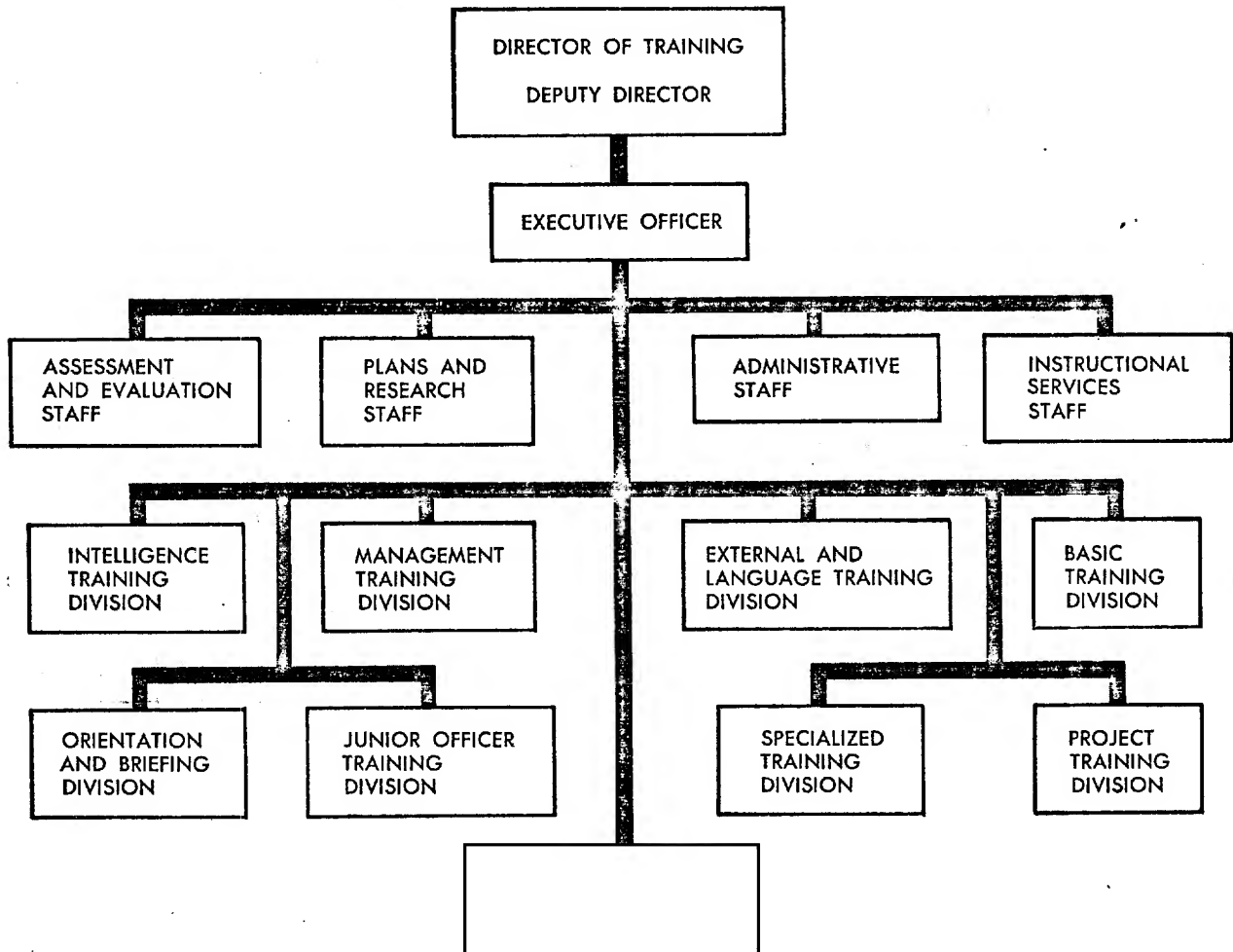
* See Figure 4, p. 121.

Figure 4

ORGANIZATION OF THE OFFICE OF TRAINING

4 December 1953

ORGANIZATION OF THE OFFICE OF TRAINING AS OF 4 DECEMBER 1953, SHOWING THE ESTABLISHMENT OF A SINGLE DEPUTY DIRECTOR OF TRAINING AND AN EXECUTIVE OFFICER AND THE MERGING OF TRAINING (SPECIAL) AND TRAINING (GENERAL) INTO A SYSTEM OF STAFFS AND DIVISIONS; BY OTR NOTICE NO. 33-53, 4 DECEMBER 1953.

25X1

Staff and the Instructional Services Staff and had direct responsibility for all non-training activities at the [   ] The other   25X1

Staff chiefs and the Division chiefs, however, reported directly to the

DTR -- or to the DDTR as the DTR's alter ego.

The new staff structure included a Plans and Research Staff

formed by combining the TR(G) Plans and Policy Staff, the TR(S)

Plans and Programs Staff, and the TR(S) Training Development Staff.

25X1 Mr. [   ] was appointed Acting Chief of the new staff.

25X1 Dr. [   ] who had been appointed Chief of the OTR

Assessment and Evaluation Staff in February of 1953, continued in

25X1 that position. Mrs. [   ] was assigned to head the Adminis-

25X1 trative Staff, and Mr. [   ] head the Instructional Services

Staff -- the Executive Officer wore two additional hats as Chief of both

of these staffs.

Some of the TR(G) and TR(S) Divisions were carried over

virtually intact. From TR(G) were the Intelligence Training Division,

25X1 with Dr. [   ] as Chief; the Management Training Division,

25X1 with Dr. [   ] as Chief; the Orientation and Briefing Division,

25X1 with Dr. [   ] as Chief; and the Junior Officer Training

25X1 Division, with Dr. [   ] as Chief. From TR(S) were the

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Basic Training Division, with Mr. [   ] as Chief; and the   25X1

Project Training Division, with Mr. [   ] as Chief. Capt.   25X1

25X1 [   ] USN, who had replaced Mr. [   ]   25X1

25X1 [   ] in September of 1953, contin-

ued in that position.

The divisional reorganization combined the TR(G) Programs

Division and Language Services Division to form an External and Lan-

guage Training Division, with Dr. [   ] as Chief. The TR(S)   25X1

Advanced Training Division and Air-Maritime Training Division were

combined in the new Specialized Training Division, with Dr. Robert

25X1 [   ] as Chief.

The first OTR staff meeting after the reorganization was held

on 8 December in the conference room of Building [   ] and the first   25X1

OTR Christmas Meeting was held on 23 December in the auditorium of

the R&S Building. 179/ Both of these meetings established precedents.

The regular weekly staff meetings became Mr. Baird's chief medium

for maintaining effective communication, both upward and downward,

with his School and Staff chiefs; and the OTR Christmas meetings

became devices by which he made annual reports of progress to all
OTR personnel, gave recognition to individual achievements, and dis-
cussed goals for the future.

V. Summary

The period from 1 July of 1951 to 4 December of 1953 was not only one of seeking definition and achieving consolidation but also one during which OTR established an organizational character. Perhaps the best capsule summary of this character development can be accomplished by reviewing the major end-products of the period.

A. Establishment of the Director-of-Training Concept

From the very beginning, the nature of the Director of Training position had been undefined and ambiguous. Even in July of 1951, when all Agency training was officially but nominally placed under the command of the DTR, neither his responsibilities nor his authorities had been clearly defined. In February of 1952, however, it became evident to all that the DTR was, indeed, the officer who would direct all Agency training; and by December of 1953 the DTR had demonstrated to the satisfaction of all that the Director-of-Training concept was not only theoretically valid but also practically viable.

B. Agency Recognition

During these early years, OTR was forced to contend with institutional attitudes inimical to the development of an effective training organization. In some areas of the Agency, primarily the

intelligence production areas, there was a firm belief that it was more

efficient to employ people already trained in the required skills and

fields of knowledge. In other Agency components, those concerned

with clandestine activities, there was lip-service to training; but it

was coupled with a strong reluctance to release competent officers

for tours of duty as instructors.

By December of 1953, OTR had begun to achieve a break-

through, and training started to be recognized as an essential element

in the development of intelligence officers. To some extent, at least,

the break-through was the result of strong support at the DCI level.

Gen. Smith had stressed the importance of training in career develop-

ment, and Mr. Allen Dulles frequently emphasized the need for train-

ing. In any event, by December of 1953 OTR had begun to achieve

stature in the Agency and had made significant beginnings in programs

through which that stature would grow.

C. Significant Beginnings

During the 1951-53 period OTR initiated a great many pro-

grams that later proved to be of great value to the Agency, and a few

of the most significant should be identified. Agency-wide career

training did not make much progress during this period; one phase of

it, however, the Junior Officer Training Program, had already

proved itself by the end of 1953. For more than a decade thereafter it

was to be a source of outstanding young intelligence officers. Although

management training had not achieved Agency-wide approval by the end

of the period, the basic need for it had been established, experimental

programs had been launched, and the development of management

training had been aimed in the directions that were to be followed later.

Language and area training capability that was to serve most of the

Agency's needs had been established, and the use of external facilities

had been systematized under effective controls. Finally, the establish-

ment of [   ] - even though it may have been "the result of the

happiest mistake the Agency ever made" -- was an accomplishment

that was not only an outstanding achievement in itself but also proved

to be of almost inestimable value to the Agency in later years.

D. Conclusions

In his August 1953 report to the Inspector General, Mr. Baird

stated in some detail his -- and OTR's -- concept of the mission of

Agency training. This statement represented the result of almost

three years of effort to define and clarify OTR's role, and it also

represented a philosophy of training that was to serve as a guiding

25X1

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force during the next decade. In the same report, Mr. Baird identi-

fied and defined 12 specific problems that OTR would have to solve in

the fulfillment of its mission. These problems were, in effect, spe-

cific goals to be reached by training. * Thus by December of 1953,

OTR had developed a philosophy of training and had established spe-

cific goals for the future. The following volumes will show how well

the philosophy served its purpose and with what success the goals were

reached.

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* The cited excerpts from the DTR's August 1953 report are given in
  Appendix C. , p. 155.

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Appendix A

Text of OTR REGULATION No. 70-1

and Covering Memorandum

12 November 1952

MEMORANDUM FOR: O/TR Staff and Division Chiefs

SUBJECT   :   O/TR Regulation No. 70-1

Each Staff and Division Chief of TR(G) shall be responsible for the fulfillment of the mission and functions of his Staff or Division as indicated in the series of statements attached hereto, as O/TR Regulation No. 70-1, dated 12 November.

MATTHEW BAIRD
Director of Training

SECRET

12 November 1952

OFFICE OF TRAINING

OFFICE OF TRAINING REGULATION 70-1

SUBJECT: MISSION AND FUNCTIONS OF THE
DIRECTOR OF TRAINING AND STAFF AND DIVISION
CHIEFS OF THE OFFICE OF TRAINING (GENERAL)

1.   Organization Chart of the Office of Training

2.   Mission and Functions of the Director of Training

3.   Mission and Functions of the Chief, Plans and Policy Staff

4.   Mission and Functions of the Chief, Orientation and Briefing Division

5.   Mission and Functions of the Chief, Junior Officer Training Division

6.   Mission and Functions of the Chief, Intelligence Training Division

7.   Mission and Functions of the Chief, Programs Division

8.   Mission and Functions of the Chief, Language Services Division

9.   Mission and Functions of the Chief, Management Training Division

DISTRIBUTION:
    ALL SECTION, BRANCH,
    DIVISION, AND STAFF
    CHIEFS OF O/TR

DIRECTOR OF TRAINING

MISSION

The Director of Training shall develop and direct Agency training programs and review Office training programs; represent the Director of Central Intelligence on subjects related to training; participate in the formulation of the policies and plans of the Career Service Board; determine requirements for Agency training facilities in the United States; in accordance with the applicable provisions of Public Law 110 (81st Congress, 1st Session), provide for Agency participation in training programs at appropriate external facilities, public and private, in the United States and abroad; and establish and maintain standards of achievement for Agency personnel in Agency training programs.

FUNCTIONS

The Director of Training shall:

A. Serve as permanent member of the CIA Career Service Board.

B. Serve as advisory representative on the Professional Selection Panel.

C. Formulate and carry out training policies, plans, standards, and programs to increase the capabilities of personnel to serve the Agency.

D. Develop and direct, in coordination with appropriate Offices, training programs in the United States relating to the skills and techniques required in the specialized operational activities specifically charged to the Agency.

E. Develop and direct within the Agency training programs relating to the principles, methods, and objectives of national intelligence.

F. Determine the physical facilities in the United States needed to meet the requirements of Agency training programs.

G. Provide for the training of personnel in language, area, and specialized functional fields.

H. Conduct indoctrination for new personnel and orientation for Agency, governmental, and other personnel, as required, in the mission, functions, and organization of the Central Intelligence Agency.

I. Provide management training for executives, administrators, and supervisors to improve their skills in conserving the human and physical resources of the Agency.

J. Direct a comprehensive program for the selection, professional training and career preparation of junior officer personnel in cooperation with the various Offices of the Agency.

K. Indoctrinate and train clerical personnel in Agency office practices and procedures and other clerical skills.

L. Establish the standards of performance to be met by Agency personnel in Agency training programs, and, after consultation with the appropriate Office Head, terminate the training of personnel for failure to meet prescribed standards of performance.

M. Review Office training programs, including on-the-job training, and advise and assist the Offices in the development, direction and conduct of such training.

N. Maintain, in coordination with appropriate Offices, relationships with officials in governmental and private institutions in the United States and abroad for the purpose of providing training programs.

CHIEF, PLANS AND POLICY STAFF (TR/G)

MISSION

The Chief, Plans and Policy Staff, shall act as planning officer and policy advisor to the Director of Training and the Deputy Director of Training (General).

FUNCTIONS

The Chief, Plans and Policy Staff, shall:

A. Identify Agency training requirements, both immediate and long range, in collaboration with the various office heads of the Agency and appropriate division chiefs of the Office of Training.

B. Formulate and recommend training policies, procedures, plans, standards, and programs to meet Agency training requirements and to increase the capabilities of personnel to serve the Agency.

C. Review and make recommendations on the policies, procedures, plans, standards, and programs developed by the division chiefs of the Office of Training (General).

D. Develop and recommend solutions to organizational training problems of the Director of Training and the Deputy Director of Training (General) relating to the conduct of the Office of Training mission.

E. Design plans and make recommendations regarding the organization, mission, and functions of appropriate components of the Office of Training.

F. Establish and maintain relationships with governmental and nongovernmental institutions of actual and potential support to Agency training programs.

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G. Establish the scope and terms of reference for the production of training manuals and other aids required in the training of professional personnel in the Agency.

H. Provide the secretariat for meetings with Agency Training Officers.

I. Serve as a member of the Office of Training Career Service Board.

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CHIEF, ORIENTATION AND BRIEFING DIVISION (TR/G)

MISSION

The Chief, Orientation and Briefing Division, shall develop, direct and present briefings, lectures, indoctrination courses, and orientation programs on national intelligence activities and on the mission and functions of the Agency and its components, for selected Agency and governmental personnel and for designated non-governmental individuals and groups.

FUNCTIONS

The Chief, Orientation and Briefing Division, shall:

A. Conduct an indoctrination course for new personnel entering on duty with the Agency.

B. Conduct a comprehensive orientation program for selected personnel of the Agency and of other governmental agencies.

C. Administer a program of presentations by key Agency officials to senior personnel of the Agency on plans, programs, objectives, and problems arising out of the various activities of the Agency.

D. Provide for briefings of outgoing service attaches on intelligence subjects essential to their mission.

E. Present special briefings to high-level personnel, consultants, selected governmental and foreign officials, at the request of the Director of Central Intelligence, Deputy Directors, Director of Training, or Assistant Directors.

F. Present special lectures at various Department of Defense schools and colleges, the Foreign Service Institute of the Department of State, and other institutions, as directed.

CHIEF, JUNIOR OFFICER TRAINING DIVISION (TR/G)

MISSION

The Chief, Junior Officer Training Division, shall develop and direct a comprehensive program for the selection and career preparation of new junior officer personnel of exceptional qualifications in order to meet current and long range requirements of the Agency for professionally trained personnel.

FUNCTIONS

The Chief, Junior Officer Training Division, shall:

A. Identify, in collaboration with the various office heads of the Agency, requirements for junior officer personnel.

B. Assess, evaluate, and select personnel and arrange for their entry into the junior officer program.

C. Develop, prescribe, and supervise programs of combined training and duty assignments for the purpose of increasing the professional competence and further the career preparation of junior officer personnel, in cooperation with the various office heads of the Agency and appropriate division chiefs of the Office of Training.

D. Correlate assessments and evaluations of the performance of junior officer personnel in training and on-duty assignments, in order to prescribe appropriate modifications to their career preparation programs.

E. Recommend, in collaboration with the Office of Personnel and appropriate office heads of the Agency, the placement of junior officer personnel in permanent duty assignments in the Agency.

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F. Arrange for the entry into the Armed Forces of selected junior
officers without prior military service for training and specified
active duty, and on their return to the Agency, prescribe a pro-
gram for the completion of their career preparation.

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CHIEF, INTELLIGENCE TRAINING DIVISION (TR/G)

MISSION

The Chief, Intelligence Training Division, shall develop, direct and conduct training programs in the principles, methods and objectives of national intelligence designed to relate the professional competence of selected Agency personnel to the profession of intelligence, and to increase their professional competence in the field of national intelligence.

FUNCTIONS

The Chief, Intelligence Training Division, shall:

A. Identify, in collaboration with appropriate office heads, requirements for intelligence training at basic, intermediate, and advanced levels.

B. Develop, direct and conduct a basic intelligence course for selected professional personnel of the Agency.

C. Develop, direct and conduct refresher and intermediate intelligence training courses in specified intelligence methods and techniques for selected junior and senior professional personnel of the Agency.

D. Develop, direct and conduct an advanced course in the theory and principles of national intelligence for selected senior professional personnel of the Agency.

E. Establish and maintain performance standards to be met by Agency personnel in intelligence training courses, and assess and evaluate such personnel for career development purposes.

F. Establish and maintain relationships with appropriate officers of the Agency and of the IAC agencies concerning intelligence training.

G.   Direct and supervise a reading improvement course designed to
     increase the reading speed and reading comprehension of selected
     Agency personnel.

CHIEF, PROGRAMS DIVISION (TR/G)

MISSION

The Chief, Programs Division, shall plan, develop and arrange for programs providing specialized training in area, area combined with language, and technological, industrial and other substantive fields, within the Agency and at appropriate public and private facilities, in the United States and abroad, in order to increase the knowledge-in-depth of selected Agency personnel in specialized fields subsidiary to the field of national intelligence.

FUNCTIONS

The Chief, Programs Division, shall:

A. Identify, in collaboration with appropriate office heads, immediate and long range requirements for specialized training.

B. Evaluate the capabilities of external facilities providing specialized training and designate those suitable for Agency use for various purposes.

C. Plan, develop, and arrange for programs of specialized training for selected Agency personnel within the Agency and at designated external facilities.

D. Establish standards to be met by external facilities designated for Agency use and recommend termination of the use of such facilities for failure to satisfy prescribed standards.

E. Establish and maintain achievement standards to be met by Agency personnel in training at designated external facilities and recommend termination of the training of personnel for failure to satisfy required achievement standards.

F. Review, with the aid of a panel or consultants, as appropriate, all requests for specialized training, and recommend action to be taken.

G. Arrange for the entry of selected Agency personnel, in accord-
    ance with appropriate security and administrative procedures,
    into institutions providing approved specialized training facilities.

H. Administer and supervise a program for the training of selected
    Agency personnel in the various Department of Defense schools
    and colleges.

CHIEF, LANGUAGE SERVICES DIVISION (TR/G)

MISSION

The Chief, Language Services Division, shall develop, direct, conduct and arrange for language training programs within the Agency and at appropriate public and private facilities, in the United States and abroad, in order to provide appropriate levels of language proficiency for selected Agency personnel.

FUNCTIONS

The Chief, Language Services Division, shall:

A. Identify, in collaboration with appropriate office heads, requirements for language training.

B. Evaluate the capabilities of external facilities providing language training and designate those suitable for Agency use in various languages.

C. Develop and direct language training courses and operate a language laboratory within the Agency to provide basic and advanced language training for selected Agency personnel on a group, individual, and self-study basis.

D. Plan, develop and arrange for language training programs at designated external facilities.

E. Represent the Office of Training at various language institutes and meetings of learned societies in order to adapt for use in the Agency the best current methods and techniques of language instruction.

F. Represent the Office of Training on all inter-departmental language committees and maintain relationships on language training activities with appropriate officers in other governmental agencies.

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G. Develop linguistic methodology and training techniques, and train-
ing aids based on the best experience available in the audio and
visual language training fields.

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CHIEF, MANAGEMENT TRAINING DIVISION (TR/G)

MISSION

The Chief, Management Training Division, shall develop, direct and conduct training programs designed to advance the techniques of effective management and to increase competence in clerical skills throughout the Agency.

FUNCTIONS

The Chief, Management Training Division, shall:

A. Identify, in collaboration with appropriate office heads, the requirements for training in management and in clerical skills throughout the Agency.

B. Recommend policies and develop and provide programs for the training of executive, administrative, and supervisory personnel with reference to their management functions, within individual offices or Agency-wide, as required.

C. Develop and provide induction training for new clerical personnel, refresher training for clerical personnel on the job, and specialized clerical training to meet the specific needs of individual offices.

D. Represent the Office of Training at meetings of the American Management Association, the Society for the Advancement of Management, the American Society for Public Administration, the Society for Personnel Administration, the American Political Science Association, and other similar associations for the purpose of adapting for use in the Agency the best practical thinking in the field of management training.

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Appendix B

Office of Training

Key Personnel Assignments

1951 - 1966*

I.   DIRECTORS AND DEPUTY DIRECTORS

Antecedent CIA Organizations

Training Staff, Office of Special Operations

25X1   Chief: [   ] 12 December 1946 -

5 August 1949

25X1   [   ] Office of Policy Coordination

Acting Chief: [   ] 4 January 1949 -   25X1

17 October 1949

Training Division (OSO/OPC)

25X1   Chief: [   ] 5 August 1949 - 1 April 1951

Acting Chief: [   ] 1 April 1951 - 26 June   25X1

1951

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* All incumbencies are shown to the end of this period, use of this date
does not indicate relief of incumbent from the position.

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Training Division (DD/P)

Acting Chief: [ ] 26 June 1951 –   25X1

8 January 1952

Office of the Director of Training

Director: Matthew Baird, 1 December 1950 –

3 January 1951*

Office of Training

Director: Matthew Baird, 3 January 1951 – 1 January 1966

Assistant -- later Deputy -- Directors (Covert) -- later

(Special)

25X1

[ ]   1 July 1951 – 8 January 1952

8 January 1952 – 2 February 1953

25X1

February 1953 – 13 April 1953

13 April 1953 – 1 December 1953

Assistant -- later Deputy -- Directors (Overt) -- later

(General)

25X1

[ ] , 29 May 1951 – 14 July 1952

14 July 1952 – 1 December 1953

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* On this date, the "Office of the Director of Training" was changed to
the "Office of Training."

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25X1

Deputy Directors

1 December 1953 - 20 July 1955

July 1955 - 7 January 1957

28 January 1957 - 23 March 1959

3 March 1959 - 12 April 1964

ing), 5 November 1963 - 6 April

1964

John Richardson, 6 April 1964 - 1 January 1966*

II. STAFF AND SCHOOL CHIEFS

Support Staff - TR(G)/TR(S)/OTR

25X1

January 1951 - 9 July 1952

9 July 1952 - 6 October 1952

October 1952 - 1 January 1966

Plans and Policy Staff - TR(G)/OTR

25X1

3 January 1951 - 17 August 1953

g), 17 August 1953 - 4 December 1953

25X1

* Although [   ] officially remained Deputy Director of Training until 12 April 1964, he left the position, in fact, on 18 October 1963. From 6 April until 12 April 1964, both [   ] and Richardson officially occupied the DDTR position. This chronology is based on records maintained in the office of the Director of Training.

25X1

Next 5 Page(s) In Document Exempt

Appendix C

Excerpts from OTR Report to the

Inspector General, August 1953

The Mission of Agency Training

e.   The conduct of the United States intelligence effort requires extraordinary executive, managerial, and supervisory skills at all echelons to insure that the full impact of a substantive decision is not impaired in its execution.

f.   Newly recruited personnel must be regarded as laymen in the intelligence profession, even though they may be highly qualified in one of the sciences or in a technical or administrative field. For example, the trained economist gives effective support to the Agency only in so far as he applies his knowledge of economics primarily as a professional intelligence officer. Similarly, a technician, a personnel officer, or a supply officer, regardless of the quality of his previous competence, must acquire professional competence in intelligence as it relates to his specific responsibilities in order to give effective support to the Agency.

g.   The Agency training problem then is twofold, in terms of personnel and in terms of substance. New personnel recruited by the Agency must be trained in the principles, methods and techniques of national intelligence so that they will relate their various competences to the profession of intelligence. On-duty personnel must also be trained in order to acquire further competence in intelligence. Both new and on-duty in depth in cross-cultural area and language fields and in specific functional fields. Both require training to enable them to perform their present jobs more effectively, and commensurate with their growth potential, to undertake jobs of increasingly greater responsibility. Such training must provide for increasing their understanding of the relationship of their specific tasks to those of collateral and higher echelons of the Agency, broadening their understanding of the mission and objectives of the Agency as a whole, and developing their planning, managerial, and supervisory skills. Training must be continuous and intensive as well as be combined with tours of duty at various stages throughout the career of the professional intelligence officer, if the objectives of the intelligence profession on a career service basis are to be effectively met.

Problems of Training

Problem 1.   To devise a method for insuring that qualified intelligence officers who have had effective operational experience in the Clandestine Services, and who possess the requisite skills for teaching are made available to the Office of Training for tours of duty as instructors.

Problem 2.   To devise a method for insuring adequate cover and security measures to be employed for Agency personnel detailed to training at non-CIA training facilities.

Problem 3.   To devise a method of providing 'lead time' in the preparation of personnel of the Clandestine Services so that they will be given, in addition to tradecraft training, adequate area-language training commensurate with the requirements of their overseas duty assignment.

Problem 4.   To clarify the role of the Director of Training vis-a-vis field training of Agency personnel at overseas Agency installations.

Problem 5.   To clarify the role of the Director of Training vis-a-vis those Clandestine projects conducted overseas which involve the training of indigenous personnel.

Problem 6.   To establish an advanced level intelligence training program for senior analysts who are engaged in the production of high-level intelligence reports and estimates the objective of which would be to provide a critical analysis of the estimating process and develop doctrine to make it more directly useful to policy and strategic planners.   (Reference: Jackson Committee Report)

Problem 7.   To establish the requirement for a broader scale of training effort in the executive, management and supervisory field particularly in the higher levels within the Agency.

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Problem 8.   To accomplish within the Agency a wider use of training as a consequence of the effective use of Junior Officers in releasing on-duty personnel for training assignments.

Problem 9.   To expand the language-area training effort and the use of language-area programs throughout the Agency at basic, intermediate and advanced levels.

Problem 10.   To inaugurate surveys throughout the Agency which are designed to appraise the capabilities of the individual against the requirements of his job so that a more effective means of establishing the resultant training requirements can be put into effect.

Problem 11.   To review the status of Training Liaison Officers throughout the Agency as to quality and grade level in order to enhance the network of communication through the Training Liaison Officers between the Office of Training and the operating offices of the Agency.

Problem 12.   To review the status of on-the-job training within the Agency in order to appraise its effectiveness and where deficient, to meet the projected training objective in suitable means.

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Appendix D

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